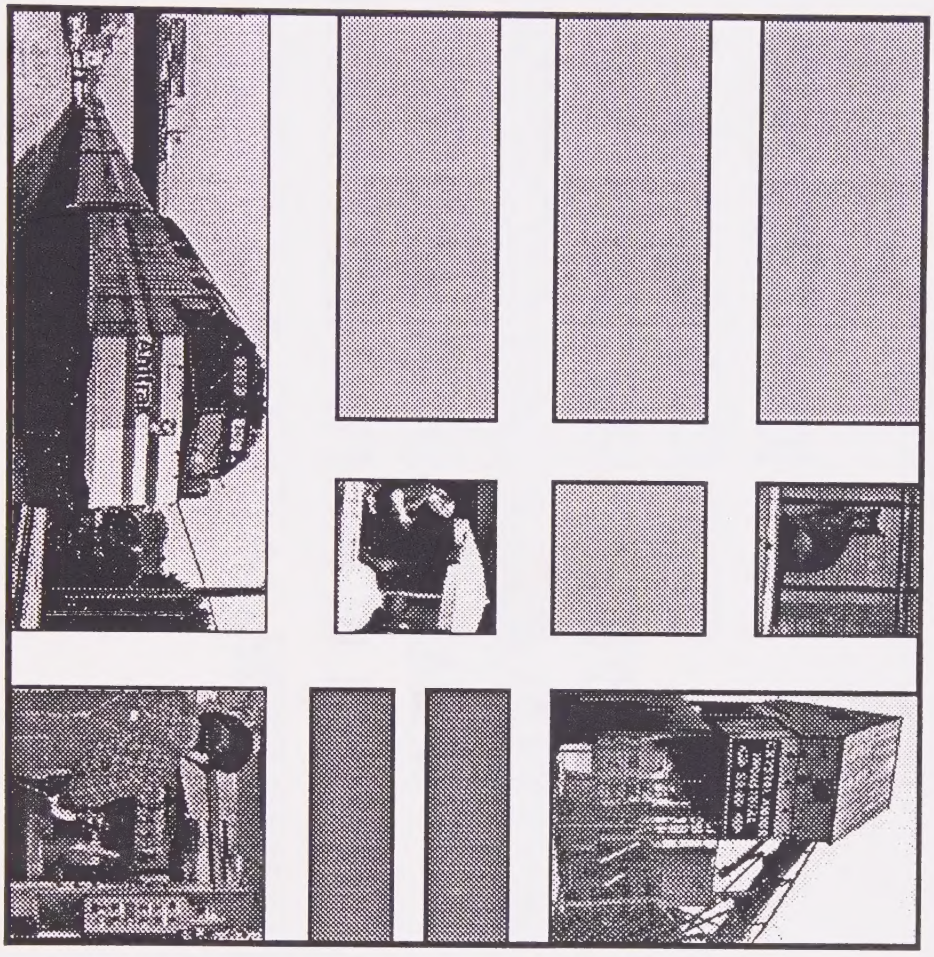
West Berkeley plan. Draft, Aug. 1992.

WEST BERKELEY PLAN



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its most important neighborhood commercial districts--Elmwood, North Shattuck, Shattuck/Adeline, Solano Av., and Telegraph Ave., although full area plans were not developed for these areas. Together these Plans and commercial district rezonings provide guidance for most of the economically active areas of the city; the General Plan revision which is now beginnning while tie them together into a cohesive citywide whole.

Throughout its development, the West Berkeley Plan process has been marked by extraordinarily high levels of citizen participation, under the guidance of the Planning Commission. In particular, the development of the Preferred Land Use Concept represented an almost unprecedented consensus among residents, manufacturers, environmentalists, trade unionists, developers, and others. This participatory process is one of the true strengths of the Plan.

The Structure of the Plan Document

This Introduction to the Plan outlines the Plan's history, its structure, its overall vision and purposes, and summarizes key features of the Plan. After the Introduction--there are 6 Elements which address the major issues in West Berkeley:

- Land Use
- Environmental Quality
- Economic Development
- Transportation
- Housing and Social Services; and
- Physical Form--Urban Design, Historic Preservation, and Open Space.

Each Element of the Plan follows a similar structure, although some Elements have additional sections as well. The Element is introduced with a Strategic Statement--a succint summary of the broad concepts, vision, and direction of the Element. This is followed by a Background section which discusses conditions, trends, and issues in the area the Element addresses. This background information lays the groundwork for the Goals and Policies section which follows it. Finally, each Element contains an Implementation section, laying out concrete actions that the City can take to realize the Element's policies. Some Elements (like Economic Development) also have additional sections addressing major strategic issues in more detail. Other Elements (such as Transportation) have appendices laying out specific recommended development standards or regulations. The Land Use Element does follow the general format, but also is largely devoted to the proposed land use regulations--permitted and prohibited uses in each district, required development standards, etc.

Overview of the Plan--
The Concept, Vision and Purposes of the Plan

Plan Concept & Vision

West Berkeley in 1992 is a successful part of the city. It is home to (among other things) many growing manufacturers, a booming retail trade, important laboratories, and the most ethnically diverse residential community in Berkeley. The mix of uses, building ages, and building styles gives West Berkeley a unique character within Berkeley and the East Bay. The West Berkeley Plan seeks to build on that success, maintain that character, and help extend them to the year 2005.

Because West Berkeley is a successful area, the Plan seeks to guide its evolution, rather than radically reshape it. The Plan envisions a West Berkeley in 2005 which remains a mixed use area, although with relatively more retail and office uses along with a vital manufacturing sector. It envisions a West Berkeley which maintains similar building forms to those which exist currently, with some major development on minimally used sites.

In one sense, the Plan seeks to save West Berkeley from the possible negative consequences of its own success. Successful mixed use areas such as West Berkeley can become so expensive and intensely developed that manufacturing and other uses which cannot pay maximum rents and land costs are forced out. These areas thus lose the very characteristics which initially made them attractive to many people. The SoHo district of New York City represents an advanced case of this process. The West Berkeley Plan--by designating small areas where certain use categories (e.g. light manufacturing, retail) are emphasized--seeks to preserve the mix in West Berkeley as a whole. The Plan aims to guide and manage West Berkeley growth, so that growth does not overwhelm West Berkeley's character.

The Plan does recognize that there are conditions in West Berkeley which need improvement. The Plan calls for continuous improvement of environmental quality, so that industrial and other development does not mean environmental degradation. The Plan calls for strengthening the ties between Berkeley/West Berkeley residents and West Berkeley employers, so that the benefits of economic expansion can be enjoyed by those most in need. The Plan calls for improved sidewalks and bikeways, so that it is easier and more pleasant to move around in West Berkeley without driving.

The Plan also envisions some major physical improvements, improvements which would reinforce and strengthen important West Berkeley features. In the 4th and University/Hearst area, a new long distance rail station and parking garage would anchor the retail district, which would have a new and more usable bicycle/pedestrian route to the Waterfront. New stores along Addison St. would help entice people to a revitalized Aquatic Park, now shielded from freeway noise by a soundwall. The 7th & Ashby area could also gain a garage, and new streets leading to Ashby Ave., making it easier to come into and out of the area. San Pablo Avenue should have a more urban(e) look and feel, with new mixed-use buildings anchoring key commercial corners, while the cleaned and repaired facades of older buildings emerge more sharply. Other possible improvements, such as a light rail line along San Pablo Ave., are more speculative, and more dependent on the decisions of other agencies.

Although many of the Plan's Elements concern themselves with physical and economic development, the ultimate goal of the Plan is to improve the quality of life for West

Berkeley residents and Berkeley residents generally. For example, the Plan's emphasis on maintaining manufacturing jobs is based on the recognition that these jobs generally provide the best combination of good pay and accessibility to the modestly skilled and educated (a combination which the events in Los Angeles have reinforced the importance of). A different example of the human importance of physical improvements is air quality--improvements in air quality deriving from implementation of Plan goals will benefit all West Berkeleyans and Berkeleyans generally. In yet a different way, new facilities in Aquatic Park will make it a more useful resource for area residents and workers.

The Plan's Elements and policies taken together form a coherent whole--a framework for steady, "incremental" improvement based on the physical, economic, and social foundation which is already there. Thus the Plan seeks to supplement, rather than supplant manufacturing, to build additional housing generally without demolition of existing housing. Yet the Plan also recognizes that there will be the need for constant balancing of interests and for occasional tradeoffs between different interests and goals. The process of developing the Plan itself represented a major exercise in reconciling different interests and issues. The Plan takes a "both-and" approach, rather than an "either-or" approach wherever possible. It is a central, driving premise of the Plan that maintaining and improving West Berkeley's environment is fully consistent with maintaining and expanding West Berkeley's manufacturing base. Similarly, there is no reason that an industrial environment cannot be an aesthetically pleasing one, although its appearance will be different from other types of areas.

Plan Purposes

The broad Purposes of the Plan are stated below. The Plan is a complex document, with 37 Goals--most of which have numerous Policies set forth under them. No small set of overarching purposes could capture them. Nonetheless, the Plan is centered on diversity and quality of life. The Plan celebrates and strives to maintain both the diversity of residents and of business activity in West Berkeley, in the face of forces which might sharply reduce that diversity. The Plan seeks to maintain and improve the quality of life in West Berkeley in a wide variety of ways--whether it be reducing pollutants in the air, minimizing traffic on the streets, or improving the appearance of buildings in West Berkeley. The Plan Purposes affirm that the West Berkeley Plan is not envisioned as a blueprint to transform an ailing neighborhood, but as a set of guidelines to further energize an already vital one.

1. **Maintain the full range of land uses and economic activities--residences. manufacturing, services, retailing, and other activities--in West Berkeley.**

2. **Maintain the ethnic and economic diversity of West Berkeley's resident population.**

3. **Maintain and improve the quality of urban life—including environmental quality, public and private service availability, transit and transportation, and esthetic and physical qualities—for West Berkeley residents and workers.**

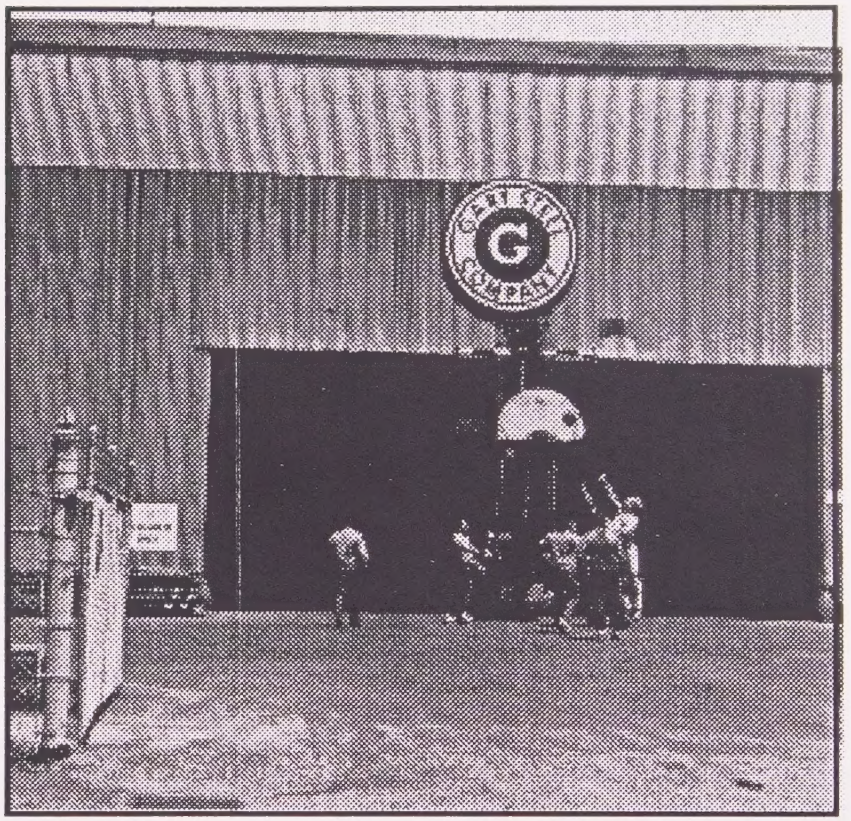
Highlights of the West Berkeley Plan (selected)

Policies

- Creates districts designed to retain manufacturing;
- Sets up concentrated retail "nodes";
- Recognizes residential enclaves within the industrial/commercial area;
- Focuses comprehensive environmental enforcement in West Berkeley on the 10 most important firms;
- Supports creating a central, accessible location where the community can obtain environmental information;
- Calls for reductions in the production, transport, and handling of hazardous materials;
- Seeks to focus economic development efforts on retaining and attracting appropriate industries;
- Proposes a variety of measures to reduce the use of single-occupant automobiles;
- Demonstrates that West Berkeley is Berkeley's most ethnically diverse area, and supports efforts to maintain this diversity;
- Supports creation of well-designed live work spaces in appropriate locations;
- Makes widespread tree planting in West Berkeley an open space priority;
- Stresses the need for urban, street focused development on all of West Berkeley's major streets;

Physical Development Activities

- Prioritizes the reuse of large, vacant sites (such as Colgate and Utility Body) as an economic development activity;



- Highlights an improved train station at 3rd & University as a planning and development priority;
- Supports installation of historic signs in locations such as oldest Oceanview;
- Initiates feasibility studies on parking garages around 4th & University, 7th & Ashby, and 7th & Parker
- Recommends serious consideration on new street links to Ashby Ave. (in West Berkeley) from the north;

• Anticipates substantial development of the University's Harrison lands;

• Facilitates expansion by existing manufacturers and other businesses;

Summary of the Elements (Major Topics) of the West Berkeley Plan

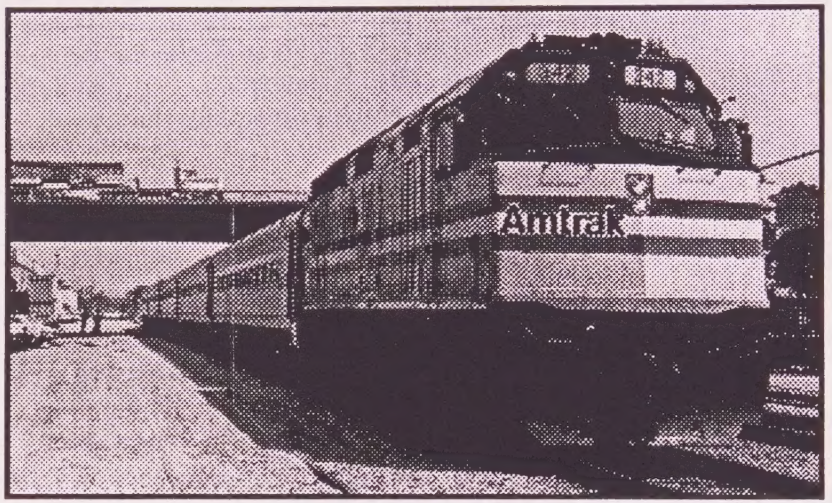
Land Use

Perhaps more than in any other field, the West Berkeley Plan will change the regulation of land use in West Berkeley. The Plan creates a new set of land use/zoning districts for West Berkeley, the first areawide revision of districts since the Special Industrial zone was created in 1956. These new districts seek to better tailor allowable land uses to existing ones, and to provide better guidance to businesses and developers on what specific uses are desirable and what uses are not in specific West Berkeley locations. The Plan seeks to preserve the mix of uses in West Berkeley as a whole by "reserving" some areas for uses like manufacturing which might otherwise disappear.

The land use concept and districts are discussed in detail in the Land Use Element. A new set of zoning districts in the Zoning Ordinance will have to be created to implement the Plan. In general, the districts provide a gradation of districts--from purely residential to several types of mixed use districts to strictly manufacturing/industrial. Given the greater clarity of the new districts on which uses are desired and permitted, and which ones are not, the permit process is generally eased for conforming projects.

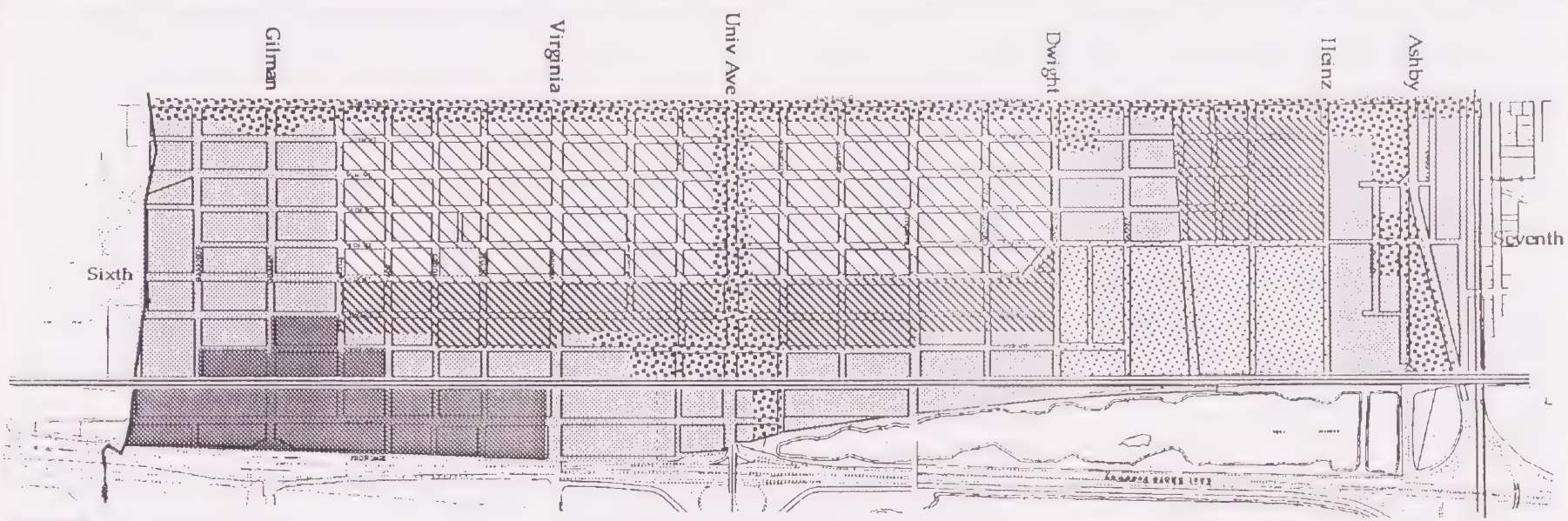
Environmental Quality

Maintenance and improvement of environmental quality is a central concern of the West Berkeley Plan. Environmentally oriented strategies are found throughout the Plan--from buffers between incompatible uses in the Land Use Element to (automobile) trip reduction in the **Transportation Element**. The **Environmental Quality Element** is the focus of this concern, and incorporates goals, policies, and strategies on topics ranging from air quality to hazardous materials to noise. The restructuring of the hazardous materials program that has already occured begins to address many of the concerns of the West Berkeley Plan.



Transportation

Reducing the dependency of the West Berkeley transportation system on single occupant automobiles is the primary thrust of the West Berkeley Plan Transportation Element. The **Element** also seeks to improve circulation within



Manufacturing

Permited Uses: Manufacturing, wholesale, other industrial. Office and retail permitted as ancillary to primary industrial use. Existing office and retail to remain, with ability to expand. All new uses subject to environmental performance standards. No new residential.

Mixed-Manufacturing

Permited Uses: Manufacturing, wholesale, and labs. Office permitted above first floor. Retail permitted as ancillary to primary industrial use. Existing office and retail to remain, with ability to expand. All new uses subject to environmental performance standards. No new residential.

Mixed Use/ Light Industrial

Permited Uses: Manufacturing (light), wholesale agricultural, some other industrial, offices, limited retail. Existing heavy manufacturers to remain, with ability for controlled expansion. Environmental performance standards apply. No new residential.

Mixed Use/Residential

Permited Uses: Residential, live-work, offices, limited retail. Manufacturing (light), wholesale, some other industrial as a conditional use. Existing heavy manufacturers to remain, with ability for controlled expansion. Environmental performance standards apply.

General Commercial

Permited Uses: Retail, office, residential, some light industrial. Environmental performance standards apply.

Residential

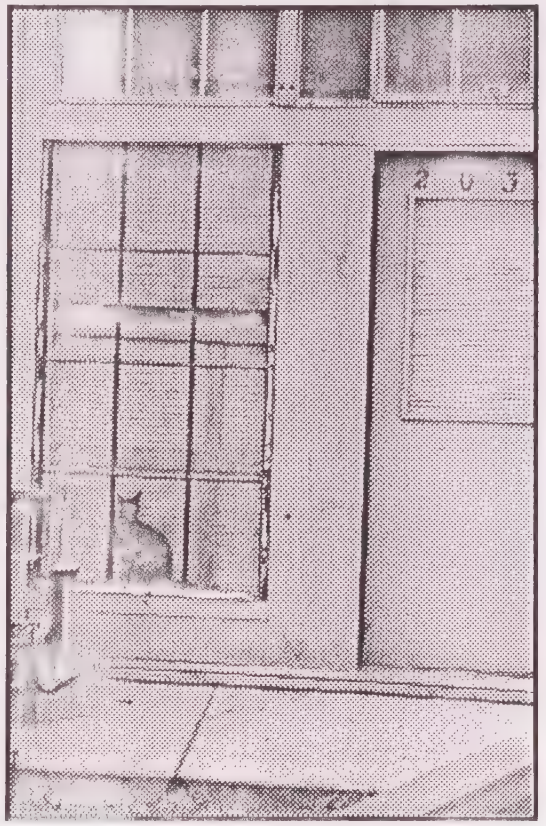
Permited Uses: Residential, Community. Facilities and limited neighborhood-serving retail.

Preferred Land Use/Zoning Concept for West Berkeley

and into West Berkeley (especially around 7th & Ashby, where new streets may be developed), and to reduce traffic congestion on West Berkeley arterials. There is also a need to make West Berkeley an easier place for pedestrians and bicycles to get to and through--an area where action is already being taken. An expanded rail station at University Ave. could serve as a centerpiece for West Berkeley transit/transportation efforts.

Economic Development

The Economic Development Element proposes policies to maintain and enhance West Berkeley's multi-sectoral economic dynamism, and to channel the benefits of economic activity to West Berkeley and Berkeley residents (through both employment and business opportunities). The Element recognizes and prioritizes West Berkeley's historic role as Berkeley's manufacturing and industrial sectors. Yet in the framework of a multi-sectoral strategy, the Element also supports West Berkeley's growing role in fields such as retailing and advanced services. The **Element** also calls for the improvement of neighborhood serving retail stores in West Berkeley.



Housing & Social Services

The Housing and Social Services Element celebrates West Berkeley's role as the most ethnically diverse area in Berkeley, and proposes policies which will help maintain that diversity. To maintain this, it will be necessary to maintain a stock of lower cost housing--especially rental housing, but owner-occupied housing as well. The social environment of this affordable housing, including safety, supportive social services, and other services continues to require improvement. The **Element** also supports the continued development of live-work spaces for those who want this housing form, in appropriate locations under appropriate standards.

Physical Form

West Berkeley's urban environment is a uniquely rich one within the East Bay. The sections of the Physical Form Element--discussing Urban Design, Historic Preservation, and Open Space respectively--propose policies and strategies to maintain and enhance this environment's urbanistic richness. This **Element** develops a policy framework for physical form which will support and enhance the implementation of the Plan's land use and other policies.

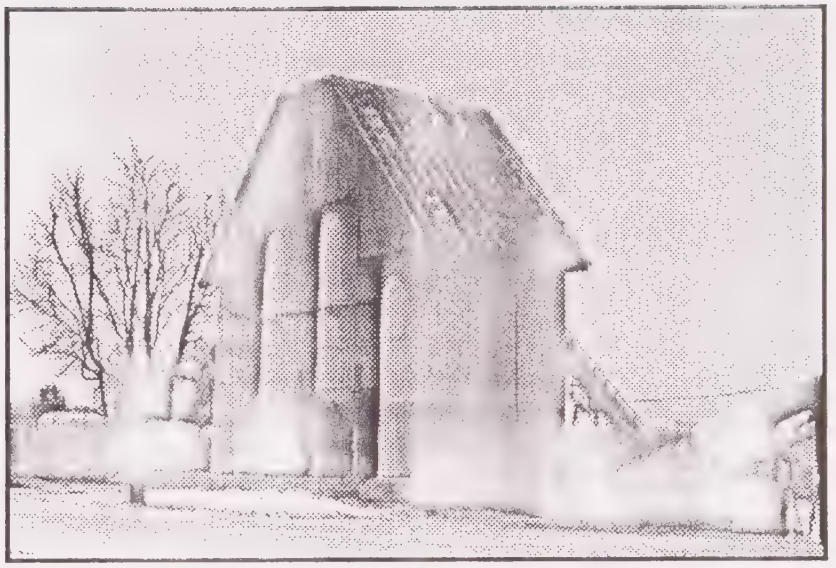
Urban Design

West Berkeley will continue to be rebuilt and renewed over the next 15 years. The Plan's Urban Design policies seek to assure that this rebuilding will occur in a pedestrian-friendly, street-oriented, urban manner, rather than an automobile oriented suburban one. Concentrations of retail stores--which the Plan calls "commercial nodes"--are particularly important locations

for creating urban activity. Commercial and industrial corridors along major streets can also begin to take on a more urbane appearance. In addition, sensitive design can help ease transitions where different types of uses--such as industrial and residential--come together in this mixed-use area.

Historic Preservation

The mixture of buildings from many historic periods over the last century (and more) is an important part of what makes West Berkeley's urban richness. The Plan's historic preservation policies seek to highlight historic buildings and sites, educate the West Berkeley and general public about them, and preserve them to the greatest degree possible in an evolving area. New approaches, such as the designation of "Heritage Areas"--where residents would work together voluntarily for preservation and historic education--can help highlight areas of West Berkeley with special historic significance. The Plan also discusses and supports broader publicity for the rich ethnic and industrial history of West Berkeley, as well as its architectural history.



Draft WEST BERKELEY PLAN
LAND USE ELEMENT

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I. STRATEGIC STATEMENT

West Berkeley's uniqueness and dynamism grow largely from its wide variety of land uses. Preserving all of the elements of this vital mix of land uses is the central policy of the West Berkeley Plan. The Preferred Land Use Concept therefore designates sites for light manufacturing, general manufacturing, retailing, offices, residences, arts and crafts, and other uses. The West Berkeley Plan should maintain this mix while minimizing physical and economic incompatibilities and improving environmental quality.

II. BACKGROUND SECTION

1. Introduction—West Berkeley's Mosaic of Uses

Land use in West Berkeley is characterized by a wider range of activities than in any other section of Berkeley. Like most economically active parts of the city (though often on a larger scale), there are retailers and offices in West Berkeley, as well as houses and apartment buildings. But unlike other sections of the City, West Berkeley is home to steel foundries, scientific instrument makers, book distributors, and other manufacturing, wholesale trade, and industrial type uses. West Berkeley is also unique in that sites under one ownership range from typical modest Berkeley house lots to some 25 acres. Thus West Berkeley plays a unique role in Berkeley, as it has since its founding as Oceanview in the latter 19th Century.

This background discussion will first situate West Berkeley in its regional and citywide context. It will then briefly discuss the major types of land uses in West Berkeley—industrial uses, commercial uses, and residential uses, noting where they are typically found. It will then note the relative and absolute intensity of West Berkeley land usage.

2.West Berkeley in Context

A. West Berkeley in the Region

On a regional level, West Berkeley lies in the center of the vast East Bay industrial belt, which stretches from Hayward through Oakland and Berkeley to Richmond and on as far as Crockett. ABAG estimates that there are almost exactly 100,000 manufacturing and wholesaling employees in this area. Virtually every type of manufacturer is (or was) found within this "district"—e.g., oil refining in Richmond, steelmaking in Berkeley and Emeryville, canneries in Oakland and Hayward. The first manufacturers came to this area in the late 19th Century, and there was major development through the first third of the 20th Century, but new companies arrived for decades thereafter. Until the rise of Silicon Valley (and southernmost Alameda County), this East Bay shore was the largest industrial district in the Bay Area.

The overwhelmingly industrial (sometimes with associated residential) character of the area has been at least partially transformed in much of its length. The area is now often considered more neutrally as the "I-80/I-880 corridor." The transformation of uses is most evident in the redevelopment of Emeryville, but has also occured in San Leandro, Hayward, Richmond, and even in parts of Oakland (especially near Downtown). Nonetheless, all these cities (including Emeryville) continue to have high levels of industrial employment, and the degree of mix varies substantially from area to area. Manufacturing and wholesaling employment in the East Bay has been expanding and is projected to continue doing so.

B. West Berkeley in Berkeley

The West Berkeley plan area represents some 1/6 of Berkeley's land area. Running the length of the city in a strip near its western edge (see map), West Berkeley is bordered on the north by Albany, on the West (west of I-80) by the Waterfront and the Berkeley Marina, on the south by Emeryville and Oakland, and on the east (east of San Pablo Ave.) by South Berkeley and Central Berkeley. Emeryville is in the process of revising its General Plan, while the University of California is beginning a master planning process for its Albany Village lands which adjoin West Berkeley.

West Berkeley plays important roles within the city, which are discussed more fully in the Housing and Economic Development Elements. West Berkeley has some 1/3 of the private sector jobs and 1/4 of the total jobs in Berkeley. West Berkeley is Berkeley's manufacturing and wholesaling district, its strongest regional retailing area, and an emerging office/laboratory center. West Berkeley's residential community is relatively small (some 7% of City population), but houses disproportionately high percentages of low income, non-Anglo, and artist households. West Berkeley is clearly a distinct area within Berkeley.[1]

Concerning the areas adjacent to West Berkeley, the City and citizens have developed Area Plans for the Waterfront and South Berkeley. The Waterfront plan calls for the maintenance of the waterfront as primarily open space, with modest hotel, recreation, and conference center uses. The South Berkeley plan (which covers the area between the Oakland line and Dwight Way) does not anticipate major land use changes, but it does seek to revitalize the southern portion of San Pablo Avenue—an area and objective shared with the West Berkeley Plan. There is no specific Area Plan for the Central Berkeley area north of Dwight, which is typically zoned R-2 or R-3, and characterized by a mix of single family houses and apartments.

3. Land Uses in West Berkeley

A. Industrial Uses—the heavy lifters

We begin with industrial uses[2], because, despite significant changes in West Berkeley, they remain the biggest land users. Historically, West Berkeley developed around a set of factories. Indeed some of today's West Berkeley manufacturers can trace their origins to the 1890's, though this is exceptional. Thus, West Berkeley's most characteristic built form is the low, large, utilitarian "industrial" building.

Industrial uses dominate in the Manufacturing and Mixed Manufacturing zone, make up 2/3 of employment in the "Mixed Green" zone, are a strong presence in the Mixed Residential zone, and even appear in the Commercial zone (particularly along San Pablo Ave. south of Dwight Way). A 1986 analysis indicated that between "heavy" manufacturing, "light" manufacturing and "warehousing" uses, there were 7.2 million square feet of built space in West Berkeley, accounting for 78% of total built space. Although the analysis probably exaggerated the extent of industrial use, and although there have been major conversions of industrial space to other uses since then, industrial uses still occupy a majority of built space.

"Heavy" manufacturing[3]

There are only a few "heavy" manufacturers in West Berkeley, but they play a disproportionately important role. Business License data indicates only 31 heavy manufacturers, 3% of area businesses, but they employ a reported 1,685 workers, 16% of stated employment. While individual company circumstances vary, the heavy manufacturers tend to have the largest sites, to have been in place the longest, and to have the

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[1]Some residentially focused organizations choose to extend the West Berkeley "border" east to Sacramento St., while others feel that West Berkeley and South Berkeley should be treated together as the city's historic Black community.

[2]Following the Preferred Land Use Concept, this report includes manufacturing, wholesale trade, and "other industrial" uses such as transportation, public utilities, construction, and auto repair in discussing industrial uses overall.

[3]"Heavy" manufacturing—not an economic term of art—is defined here to include chemicals, including pharmaceuticals, and primary metals.

largest and most heavily unionized workforces. On the physical level, some heavy manufacturers occupy distinctive high-ceilinged yet 1 story buildings, to house large scale machinery.

Heavy manufacturers are generally located in either of 2 clusters. There is a cluster in northwestern West Berkeley, where the Manufacturing zone is located. Here is Pacific Steel Castings (with @300 employees), Flint Ink (formerly Cal Ink, a pre-1900 company), Berkeley Forge and Tool, and others. The other cluster is in southwestern West Berkeley, in the Mixed Manufacturing zone. Miles Labs—founded as Cutter shortly after the turn of the century, Macaulay Foundry, and National Starch and Chemical are among the heavy manufacturers here. Almost all the heavy manufacturers in this area are on large scale, multi-acre sites, while in the northwestern area some are wedged onto smaller sites with a more "urban" feel to them. As an illustration, in the northwest area, forklifts sometimes fill the streets, while in the southwest area material movement is likely to be internal to a site, off streets.

Light Manufacturing

"Light" manufacturing—meaning all manufacturing not designated "heavy", as well as wholesale trade—is the dominant land use in West Berkeley. It is found in significant numbers in the Manufacturing, Mixed Manufacturing, Mixed Green, Mixed Residential, and even the Commercial zones. These 266 businesses are spread from Bryant Labs (a chemicals wholesaler) on the Albany border to Berkeley Sheet Metal, which straddles the Emeryville line. Just over half of the light manufacturers (and a full 70% of light manufacturing employees) are located in the Mixed Green zone, with 4th St. south of Addison, Folger St., and Camelia St. east of 6th being particularly strong areas.

Because of the diversity of light manufacturers, it is difficult to generalize about their land use characteristics. Light manufacturers range from the 450 employee North Face to 1 and 2 person shops often thought of as "crafts." They may be bakers, printers, metal fabricators, makers of machinery, scientific instrument makers, or engaged in other activities. A prototypical Berkeley light manufacturer would be found in one or more single story buildings (with some parking adjacent), which it does not share with any other company.[1] It would probably be found on a block with 1 or more other light manufacturers, which might also contain other industrial, office, or (in the Mixed Residential zone) residential uses. It is more likely to rent its space, but a larger firm could own at least some of the space. Light manufacturers present today mostly were begun (in Berkeley) since 1960. In general, light manufacturers pay lower wages than heavy manufacturers, but this varies greatly with the unionization of the company and other factors.

Other Industrial Uses

"Other industrial" uses are a broad category of uses which, while not involving manufacturing or wholesale trade, nonetheless have an "industrial" character because of their processes, materials used, and/or land use. Construction, auto repair, and transportation and public utilities are key West Berkeley other industrial uses. The West Berkeley Plan area has 232 of these businesses, but they report only 1,304 employees, less than 6 employees per workplace. "Skilled blue collar" work with relatively high average wages dominate these fields, but there is great company to company variation, and construction is subject to great seasonality.

[1]But the smallest companies would be in multi-tenant buildings (e.g. Kawneer, Folger-Murray) while some companies (e.g.Andros) are using 2 story buildings.

The 104 auto repair businesses dominate this category. 58 of these line San Pablo Avenue from Harrison to Carrison, forming one of the dominant uses on this street. The others are scattered throughout non-residential West Berkeley, but are most likely to be found in the Mixed Green zone. All but 7 of these businesses report 10 or fewer employees.

67 construction firms based in West Berkeley make up the other key part of this use group. These firms favor locations in the Mixed Green zone, but can also be found in the Mixed Use Residential, or, less frequently, in the Commercial or Residential zone. The firms tend to be small, but 10 report employing 10 or more employees (and construction employment is highly cylical). The actual sites that construction companies use vary from simple offices to yards of several acres where vehicles and materials are stored.

Agricultural uses, moving and trucking, and repair of items other than cars round out the category. Some notable sites are Pacific Bell's vehicle yard near 4th & Harrison, Consolidated Freightways' trucking yard at 9th & Dwight and Macy Movers at 7th & Heinz.

B. Commercial Uses—The Fastest Growing Presence

Office and Laboratory Uses

Freestanding offices and laboratories (that is, ones which are not simply part of an industrial operation) are a relatively new (on a large scale) activity in West Berkeley, but they have grown to almost 20% of its private employment. West Berkeley's 272 office-based firms operate in business services, graphic design, software, architecture and engineering, and many other fields. With 1,923 employees, these firms report only 7 employees per business. Average wages for these firms tend to be high, as they are made up of generally well-paid professionals and less well-paid clerical staff.

The majority of office-based firms are found in the Mixed Green zone, where they make up roughly 1/3 of total private employment. Major concentration points for these uses are Parker Plaza at 9th & Parker (and the Fantasy Records building diagonally across the street) and the Durkee complex west of 7th & Heinz, where Xoma Corporation has over 200 employees in its labs. This complex also houses the state Department of Health Services labs, with its public employees not included in these totals. A major Kaiser medical lab is located on Eastshore between Virginia and Hearst. 68 firms are found in scattered small buildings in the Mixed Use Residential zone, in locations such as a small cluster of graphic design firms around 5th & Delaware. A smattering of health care offices are found along San Pablo Ave. and other major streets.

Retail Uses

Retail trade has expanded dramatically in West Berkeley in the 1980's. Employment more than doubled to 2,385, while the number of businesses (including personal services such as barber shops) grew to 310. West Berkeley is the main "regional" retail area in Berkeley. While the bulk of retailers are small, a disproportionate percentage of sales was garnered by such larger firms as Whole Earth Access, Weatherford BMW, Truitt and White, and REI. West Berkeley is represented in all retail categories, perhaps most strongly in specialty retail. While auto dealers are an exception, most West Berkeley retailers are non-union and low paying relative to other sectors.

Almost 3/4 of West Berkeley retail employment (and 2/3 of businesses) is in the commercial zone. This includes the major

businesses along the north side of Ashby Ave. and the fashionable complex centered on 4th and Hearst. These areas have seen strong sales growth in their former industrial and newly constructed buildings. Less spectacular, but still healthy, are the smaller businesses along University and San Pablo Avenues. Along these streets, food stores (many with an ethnic focus), liquor stores, restaurants, and auto parts stores dominate. However, specialty retailers such as REI and Amsterdam Art can also be found on these streets, while the mini-mall at Cedar & San Pablo represents an upscale version of the street's traditional food and liquor orientation.

Virtually all of the retail space outside the commercial zone is in the Mixed Green zone, where the growing Building Materials sector is the key use. Such establishments can be found along Ashby, near the foot of Hearst, and to a lesser extent off Gilman St. These businesses have a different land use and sales pattern than other retailers—much of their stock is stored outside. These stores also sell some 1/3 of their wares to contractors.

C. Residential Uses

While most of West Berkeley is devoted to economic activity, there are also some 3,000 dwelling units—roughly 7% of the Citywide total. Almost half of West Berkeley's units (44%) are in single family houses; with the addition of 2 unit structures (19% more units) almost 2/3 of units are accounted for. Only 8% of units are in larger apartment buildings of 10 units or more. Small homes on small lots—often less than the "standard" 5,000 sq. ft. are the West Berkeley norm.

Most of West Berkeley's housing—over 2,000 units—is found in the "residential core" areas—between Dwight and Camelia, from 6th St. to just west of San Pablo Ave. The residential core areas north and south of University Ave. are broadly similar, although houses in the northern area are slightly smaller (averaging 4.9 rooms per owner-occupied unit, compared to 5.2 in the southern area, and 5.9 in Berkeley as a whole). The northernmost residential area, between roughly Delaware and Camelia has many "bungalow" style houses, reflecting a somewhat more recent style than residential streets further south. Detailed information about the residents of West Berkeley is provided in the Housing Element.

Residences, however, are not limited to quiet local-serving streets. A 1986 land use survey indicated 239 units along San Pablo Ave. and 34 units along University Ave., often (although not always) above retail. Additionally, there is the 75 room UC Hotel at 10th & University, which is being restored to occupancy as a non-profit residential hotel. West Berkeley's highest density zoning and largest apartment complexes are found on or near University Ave. There is also an important residential community intermixed with some light manufacturing (and similar) uses. This housing is concentrated along 5th St. and in the Grayson St. area in the newly designated Mixed Use/Residential district.

Live-work uses account for a small proportion (perhaps 2%) of West Berkeley's housing, but have gained prominence and posed challenges for City regulation. Originally pioneered by artists and craftspeople converting industrial spaces themselves, live-work has now attracted developers seeking more upscale residents. Because many live-work units do not have City permits there is no comprehensive inventory, but major sites include the Durkee building (Heinz St. w. of 7th), The Tannery (4th St. btwn. Gilman & Camelia), 1450 4th (constructed on 4th btwn. Page & Jones), and 947 Pardee (constructed at 9th & Pardee).

The Intensity of West Berkeley Land Use

The modest scale of West Berkeley housing is noted above. Other types of West Berkeley land use also reflect modest intensity of development. Only 1 small area of West Berkeley—the portion incorporating Parker Plaza and Fantasy Records—has an overall Floor Area Ratio (FAR) of greater than 1. This means that only in this area is there on average more than 1 square foot of building for each square foot of land, although there are other individual sites with an FAR of greater than 1 (e.g. Colgate). FARs of 2 or more are rare. By contrast, FARs of 3 or 4 or more are found in Downtown Berkeley.

Permitted Floor Area Ratios (FAR) it should be noted, are greater. The existing M district has no maximum permitted FAR, but the 3 story height limit would theoretically allow FARs as high as about 2.7. The need to provide parking is the constraint in this case. The Special Industrial (SI) district has a permitted FAR of 1.0 for non-residential structures. The distinction between the permitted FARs and the existing stems from the fact that while a single lot or 2 on a block may be developed to the maximum FAR, it is unusual that the entire block is built to that level. In many cases property owners--particularly manufacturers seeking the most efficient goods movement--do not wish to build to a maximum FAR. Thus the permitted FAR serves more as a maximum than as a predictor of likely level of development.

The scale of West Berkeley development indicates its character as an industrial district of intermediate age. The Bay Area's oldest industrial district—South of Market in San Francisco—is characterized by multi-story buildings which have become increasingly difficult to use. Newer industrial areas (e.g. industrial parks in South San Francisco) are almost exclusively single story buildings and provide greater amounts of parking and loading space than in West Berkeley.

III. ANALYSIS OF ANTICIPATED DEVELOPMENT

The following are the projections of development included in the Preferred Land Use Concept. These projections remain generally accurate, although conditions on some individual sites have changed. The projections will be reviewed in detail in the West Berkeley Plan Environmental Impact Report, and revised projections based on that report will be included in the Final Plan.

It should also be noted that these projections, include live-work space with their projection of housing development. Strictly speaking, live-work is not housing, because it incorporates both a living space and work space. Discussion and debate continues on the extent to which live-work is "residential" versus the extent to which it is "commercial." However, regardless of how this issue is viewed, since live-work will provide living space for households, it is appropriate to include it in the housing totals. We would also note that the Housing and Social Services Element provides further discussion of West Berkeley's recent levels of housing development.

DEVELOPMENT PROJECTIONS

In its effort to balance various types of development, the West Berkeley Area Plan Committee adopted objectives for growth over the 15 year Plan period in various uses—Manufacturing (and wholesaling), Office and Laboratory, and Retail. The Committee set objectives of adding 350,000 square feet of manufacturing space, 400,000 square feet of office and laboratory space, and 300,000 square feet of retail space. This added space was targeted to add 700 manufacturing jobs, 1,200 office and laboratory jobs, and 1,200 retail jobs. These objectives were arrived at by using ABAG's projections for economic growth in Berkeley as a whole as benchmarks. This summary and the charts on the following page indicate staff's projection of how well the Plan Concept meets these objectives, in which zones it meets them, and to what extent it meets them through new construction, reuse of vacancies, and conversion of existing space to other uses.

The analysis is driven more by the supply of developable land and buildings than it is by market absorption rates. The projected development is seen by staff as reasonably foreseeable, and is not the maximum permitted level of development. However, various markets (retail, office, manufacturing) in West Berkeley as they evolve over the next 15 years may or may not be able to absorb the levels of space which this projects. Thus, the projections are land potential projections, not market potential projections.

The projections were developed by reviewing 1) Projects now approved (including under construction); 2) Projects proposed; and 3) Potential projects in each zone, for each use. Both specific potential development sites were reviewed (e.g. the Colgate site) and general development potentials in a zone (e.g. the potential for space in the Green Mixed Use/Light Manufacturing zone to convert to office).

Office and Laboratory Space

The Plan Concept clearly allows a more than adequate amount of office and laboratory space. As much as 1,360,000 square feet could be developed over the 15 year plan period. Almost 40% of the total—500,000 square feet—is on the University of California's Harrison tract. Other space is added at Colgate, and at other locations in the Mixed Use/Light Manufacturing (Green), and to a lesser extent in the Mixed Use/Residential (Yellow) zone. 70,000 square feet are in projects which are already built or approved. Up to 4,084 workers could be employed in the 1.36 million square feet.

POTENTIAL DEVELOPMENT BY PROPOSED ZONE
New Construction & Conversions (1990-2005) in sq ft

LAND USE	MANUFAC-TURING	MIXED MANUFAC-TURING	MIXED USE "GREEN"	MIXED USE RESIDEN TIAL	COMMER-CIAL	TOTAL
Manufactur-ing/ Wholesaling	+155,000	+350,000	0	-100,000	-195,000	+210,000
Office & Laboratory	0	+200,000	+953,000*	+187,000	+20,000	+1,360,000*
Retail	0	+10,000	+75,000	+51,000	+414,000	+550,000

POTENTIAL DEVELOPMENT THROUGH:
New Construction, Reuse of Vacancy, Conversion

LAND USE	NEW CONSTRUCTION	REUSE OF VACANCY	CONVERSION**	TOTAL
Manufacturing/ Wholesaling	+575,000	+300,000	-665,000	+210,000
Office & Laboratory	+768,000*	+240,000	+352,000	+1,360,000*
Retail	+167,000	+57,000	+326,000	+550,000

* Includes 500,000 square feet at UC Harrison Tract
** Includes conversion from uses other than manufacturing or wholesaling

Retail Space

The Plan Concept will meet the retail space objective. The Concept allows the development of 550,000 square feet over the 15 year plan period. This would increase West Berkeley's retail space by approximately 50%. 134,000 square feet of this space is in projects already approved—such as Orchard Supply, the 2 Walgreens, and others. The projected retail space growth is heavily in the Commercial zone—especially along Ashby and San Pablo Avenues. Up to 1,571 workers could be employed in the 550,000 square feet. (note: No reuse of current auto repair sites is assumed)

Manufacturing Space

The Plan Concept is likely to lead to a modest net increase in manufacturing/wholesaling space, but less than the 350,000 square feet objective. The Concept should allow the net amount of manufacturing space to increase approximately 210,000 square feet over the Plan period. This represents an increase of approximately 4% over the current total of some 5 million square feet of working manufacturing and wholesaling space in West Berkeley. Even this small gain, however, would reverse the pattern of losses of such space in recent years. 20,000 square feet of the increased space is in a currently approved expansion by Andros Analyzers.

Projected increases in manufacturing space in some zones will be largely offset by decreases in others. We project that roughly 10% of the some 2 million square feet of manufacturing space in the Green Mixed Use/Light Manufacturing (Green) zone will be converted to (mostly) office use.

Housing Development Potential

In addition to providing space for jobs, the West Berkeley Area Plan must provide space for additional housing. An assessment of potential housing development sites in the Plan Concept suggests that West Berkeley can meet a reasonable target for housing development over the next 15 years. Housing development potential exceeds a reasonable housing goal by 95-120 units, possibly more.

Summary

Potential	
Commercial corridors	152 units
Mixed Use residential	108 units
Second units	13 units
Live-work conversions	Unquantified
TOTAL	273 units plus live-work conversions
Goal	161 units

Goal: This analysis uses land area as the best available measure of what West Berkeley's share of the Citywide goal should be. The West Berkeley Plan Area includes 1,130 land acres of the city's 6,503 acres, or 17% of the total. Applying 17% to the 1,200 unit goal, a goal of 204 units is derived. This figure is rounded to 200 units for convenience.

Development Opportunities: The Preferred Land Use Concept provides 3 types of housing development opportunities—Commercial corridors (especially San Pablo Ave.); the Mixed Use Residential zone; and second units with houses. Already approved development can be subtracted from the 200 units required. 7 live-work units have been built at 9th & Pardee. An additional 15 live-work units have been built at 1450 4th. 17 more units are plannedfor 2114 6th St. So 39 units are already built or planned, requiring an additional 161.

Commercial Corridors: Staff has identified 8 of the most promising sites on the commercial corridors, all on San Pablo Ave. Using a prototype of 2 stories of housing over retail and parking, these

sites can generate 152 units of housing. It is important to note that this development prototype requires different development standards for mixed housing/commercial projects than now exist in the C-1 area. The Zoning Ordinance does allow relaxation of development standards in the C-1 to meet specified objectives, such development is also allowed in other commercial districts. If the existing R-3 standards are used, development potential is cut 50-60%, to 60-75 units.

Mixed Use/Residential: The Mixed Use/Residential zone is an area of West Berkeley where housing development is encouraged by the Plan Concept. Staff has identified 6 housing development sites in this zone. Under the densities proposed for this zone, 108 units could be developed on the sites. The Area Plan Committee also left open the possibility that live-work projects could be developed at higher densities. An additional housing development possibility in this zone is conversion of industrial buildings to live-work space. The potential for this is very difficult to quantify.

Second Units: Second units are possible both in the residential core areas and the Mixed Use Residential area. There are now 1,319 single family dwellings in the Plan Area. If only 1% of them added second units in the next 15 years, 13 units would be added.

IV. GOALS AND POLICIES

The West Berkeley Plan Preferred Land Use Concept developed a substantial list of land use goals and policies. Taken together, they provide a broad statement of the many activities the Plan seeks to provide for and balance. They provide important points of reference in both developing zoning rules and making land use decisions on specific projects, but of course do not directly answer what should be done on a given site.

The key land use goals and policies are listed and explained below. It should be noted that many goals and policies with an important bearing on land use are found in the Economic Development, Design, and Housing Elements.

Goal 1:
Over the economically active area of West Berkeley, provide for a continued economic and land use mix, incorporating manufacturing, other industrial, retail and office/laboratory uses, to benefit Berkeley residents and businesses economically, benefit the City government fiscally, and promotes the varied and interest character of the area.

Rationale:
Maintaining a mix of uses within West Berkeley is the overriding goal of the West Berkeley Plan. This mix is the key feature which distinguishes West Berkeley from other areas of Berkeley and the region—if it disappeared, so would West Berkeley's uniqueness. Even those policies which specify certain areas for certain uses (e.g. manufacturing) do so in the service of assuring that those uses will remain part of the overall West Berkeley mix, and not simply disappear. The mix assures that a variety of businesses, some of which best meet job needs, others of which provide the City the most tax revenue, and still others of which provide important goods and services, can remain and flourish.

Policies:

A. Retaining, through planning, zoning and land use policies which shield manufactures from economic and physical incompatibilities with other uses, sufficient land and buildings to maintain the current level of manufacturing employment at a minimum.

B. Providing, through zoning districts, development standards, and other tools, space and incentives for expansion of manufacturing firms, particularly the growing light manufacturing sector.

C. Providing space for, and designating appropriate locations for— in planning and zoning policies—both neighborhood and regional serving retail businesses.

D. Providing space for, and designating appropriate locations for, office, service, and laboratory businesses, particularly growing Berkeley based businesses which are particularly suited to West Berkeley's physical environment.

Goal 2:
Channel development—both new businesses and residences and the expansion of existing businesses—to districts various which are appropriate for the various existing elements of the West Berkeley land use mix.

Rationale:
The Preferred Land Use Concept was based on the concept of channeling different types of uses to different parts of West Berkeley, within the context of its overall mix. It therefore developed a new zoning districting plan for West Berkeley.

This Goal and its associated policies set forth the rationales for creating each of the districts.

Policies:

A. Create a **Manufacturing** district as a general industrial district, where the full range of existing manufacturers—both "heavy" and "light"—can function without interference from other types of uses.

B. Create a **Mixed Manufacturing** district as a general industrial district, where both heavy and light manufacturers can function, along with "biotech" industries and office users which can recycle the upper stories of buildings.

C. Create a **Light Manufacturing** district which allows a wide range of light manufacturers to continue to operate and expand and limits loss of their spaces to other uses, while providing an opportunity for office and development where it will not unduly interfere with light manufacturing uses, and for laboratory development in appropriate locations.

D. Create a **Mixed Residential** district as a special mixed use district which will recognize and support the continued evolution of a unique mix of residential, light industrial, and arts and crafts uses, with a particular effort to strengthen residential concentrations existing there.

E. Create a **Commercial** district which will foster the continued vitality of West Berkeley's neighborhood and regional serving retail trade, in as pedestrian-friendly a manner as possible.

F. Maintain **Residential** districts which will provide decent, safe, and sanitary living environments for a wide range of types of household.

Goal 3:

Protect residential core neighborhoods from adverse impacts of economic growth—especially traffic and parking congestion and noise

Rationale:

The residential core neighborhoods are made up primarily of houses and apartments, much like other residential Berkeley neighborhoods. A safe and pleasant residential environment is important there. These neighborhoods should enjoy the same protection from through traffic on non- arterial (and non-collector) streets and from commercial parking spillover that other residential neighborhoods enjoy. The facts that these neighborhoods are adjacent to industrial and other economically active areas, and that they are occupied in large part by low income people do not diminish their need for these protections.

Policies:

A. Protect residential streets which are not arterials or collectors from through traffic, both from trucks and commuters.

B. Protect the residential core neighborhoods from parking spillover generated by nearby office and residential uses.

Goal 4:

Assure that new development in any sector is of a scale and design that is appropriate to its surroundings, while respecting the genuine economic and physical needs of the development.

Rationale:

The modest scale of many West Berkeley areas, both residential and economically active, is an important aspect of their

character. As development occurs in these areas, the City must balance the economic and physical needs of the development itself with the scale of the area, should these come in conflict.

Goal 5:

Clarify and rationalize the development review process, so that clearer guidance is given to applicants and people affected by projects, and so that decisions on projects may occur more rapidly, while providing appropriate opportunities for citizen input.

Rationale:

Many businesses and developers have argued that Berkeley's project review process is unduly long and complex. The West Berkeley Plan seeks to provide both greater certainty of outcome to applicants and affected parties, and more rapid permit processing. The Plan achieves both seemingly contradictory goals by providing more detail on permitted and prohibited uses than the previous zoning, while allowing a greater number of projects which meet zoning standards to proceed without cumbersome and time-consuming public hearings.

V. THE LAND USE DISTRICTING CONCEPT OF THE WEST BERKELEY PLAN

One of the most important parts of the West Berkeley Plan is its land use concept. The land use concept is designed to guide West Berkeley's evolution through at least the year 2005. The concept lays out a completely revised set of land use districts for West Berkeley (see Map __). These districts are designed to become new zoning districts once the final Plan is adopted.

The concept represents a balance between a strong emphasis on the need to conserve desirable existing uses and the need to allow reasonable evolution and development. It seeks to balance the legitimate, yet sometimes conflicting interests of the many "stakeholders" in West Berkeley--residents, manufacturers, workers and their unions, retailers, property owners, the University, the City itself, and many others. The Plan land use concept seeks to give clear guidance on what activities are desired where within Berkeley, yet allow the continued development of a creative, exciting mixed use area. For the first time in West Berkeley, the land use concept provides a clear gradation of uses and development intensity from the residential areas, through mixed use areas to the manufacturing areas

Overview of the Districting Concept

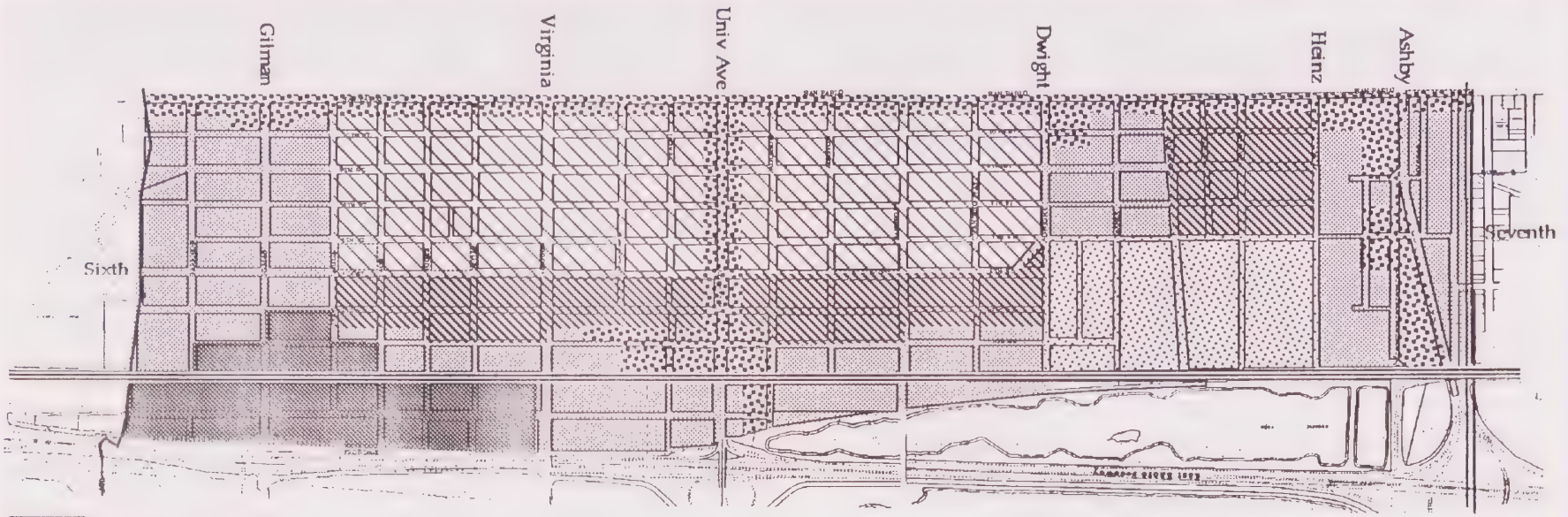
While the concept was developed through an intensely participatory process, which required numerous tradeoffs and compromises from everyone, there is nonetheless an underlying logic to the concept. The concept recognizes that, although West Berkeley is, on the whole, an area with very mixed uses, individual areas within it do have certain predominant uses. Other areas have a mix of uses, but they do not generally have the full range of uses from "heavy" manufacturing to single family detached residential (see Figure __ for a diagrammatic depiction of the varying mix of uses in the Plan's land use districts). There are 6 land use designations (types of zoning) for the whole of West Berkeley.

Some areas have a use mix dominated by "heavy" and "light" manufacturing, these are designated as the Manufacturing and Mixed Manufacturing districts. In much of West Berkeley, light manufacturing and other light industrial uses (e.g. auto repair) are the primary land use, these areas are designated as Mixed Use/Light Industrial district. Retail commercial concentrations have developed, not only along San Pablo and University Aves., but around 4th & University and 7th & Ashby as well. These areas were designated Commercial. Some areas mix industrial and residential uses closely together--these areas have been designated Mixed Use/Residential. The remaining areas are overwhelmingly residential, and remain in their existing residential zoning (whether it be R-1A, R3, or R4). This pattern is described in more detail in the following section.

In addition to this overall concept, there were a number of principles which guided the development of the land use concept. Most important among these were:

- New land use districts/zones should recognize the existing character of an area, and create as few non-conformities as possible;

- The zoning should allow desired development in an area (e.g. residential infill, expansion of existing manufacturers), but generally not permit a radical change of area character;



Manufacturing
Permited Uses: Manufacturing, wholesale, other industrial. Office and retail permitted as ancillary to primary industrial use. Existing office and retail to remain, with ability to expand. All new uses subject to environmental performance standards. No new residential.

Mixed-Manufacturing
Permited Uses: Manufacturing, wholesale, and labs. Office permitted above first floor. Retail permitted as ancillary to primary industrial use. Existing office and retail to remain, with ability to expand. All new uses subject to environmental performance standards. No new residential.

Mixed Use/ Light Industrial
Permited Uses: Manufacturing (light), wholesale agricultural, some other industrial, offices, limited retail. Existing heavy manufacturers to remain, with ability for controlled expansion. Environmental performance standards apply. No new residential.

Mixed Use/Residential
Permited Uses: Residential, live-work, offices, limited retail. Manufacturing (light), wholesale, some other industrial as a conditional use. Existing heavy manufacturers to remain, with ability for controlled expansion. Environmental performance standards apply.

General Commercial
Permited Uses: Retail, office, residential, some light industrial. Environmental performance standards apply.

Residential
Permited Uses: Residential, Community. Facilities and limited neighborhood-serving retail.

Preferred Land Use/Zoning Concept for West Berkeley

• Although they are not the only consideration, the desires of businesses, property owners, and residents in a particular area are especially important in developing districting/zoning for that area;

• Zoning should specify, as clearly as possible, permitted and prohibited uses in an area, to give guidance to applicants (for permits) and to reduce permit processing time;

• Manufacturing, wholesaling, and warehousing space should be maintained in those uses as much as possible, to meet the Council/Planning Commission mandate to maintain manufacturing jobs;

• All uses, even those permitted in a zone, are subject to review for environmental impacts. However, whether an Environmental Impact Report (EIR), an Initial Study, or other environmental document is needed will be determined by the nature and scale of an application;

• Existing residential clusters should be strengthened and legitimized;

• Residents should be buffered from the effects of heavy industrial uses as much as possible;

• Retail uses should be clustered, to strengthen existing retail areas, to make them for walkable, and to prevent retail sprawl.

We now discuss the characteristics of the areas in each land use designation.

MIXED USE\LIGHT INDUSTRIAL DISTRICT
(formerly known as Mixed Use "Green")

We begin with the Mixed Use\Light Industrial district because it is the largest one (outside of the purely residential areas), covering roughly 300 acres. This district in many ways represents the linchpin of the West Berkeley Plan. It contains the most employment of any district--4,552 jobs or 44%[1] of the total reported jobs (on Business Licenses) for the Plan area. The area's broad importance is indicated by the fact that it is home to 51% of the manufacturing and wholesaling employment, and 57% of office-based services. Manufacturing and wholesaling make up over half--54%--of the jobs in the district (2,437 jobs). There are 77 manufacturers in the district, virtually as many as in the Manufacturing, Mixed Manufacturing, and Mixed Use/Residential districts combined, which have a total of 79 manufacturers. 6 of the 10 largest manufacturers in West Berkeley are located in this district.

In the Mixed Use/Light Industiral office-based services account for almost another quarter of district jobs (1,099 jobs or 24%). The district does not incorporate the centers and retail employment is modest--477 jobs, or 12% of the area total, with the bulk of these coming in the rather atypical Building Materials and Garden Supplies sector.

The district is proposed for most of the areas where light manufacturing and industrial uses predominate in West Berkeley. These include the northern area, north of Camelia St., home to such companies as North Face, Hopkins Screen Printing, and Mousefeathers. There is also the western area (west of 4th between Camelia and Dwight), where A&B Die

[1] The number of jobs by "sector" (e.g. other industrial) and the percentages of jobs in an area are drawn from the Preferred Land Use Concept. Although major changes are not expected, these statistics will be updated in the Final Plan using 1992 Business License data.

Casting, DeSoto, Peerless Lighting, and Andros Analyzers among others are located. There is the Parker St. area (east of 7th), site of Ion Systems, Nolo Press, and Consolidated Printing, as well as the Parker Plaza and Fantasy Records office complexes. South of Heinz (excluding the Ashby commercial corridor) the district takes in Xoma sites and the "Durkee" project, as well as East Bay Steel and Bay Export.

Permitted uses in the district are broadly light industrial in character, with various types of light manufacturing being allowed (see pp. __) but not "heavy" manufacturing. Freestanding laboratories (i.e. those not associated with a manufacturing use) would be permitted only in the areas between the railroad track and Aquatic Park, and north of Gilman St, to limit potential exposure to residential neighborhoods. Office uses are permitted in the zone, but not most types of retail. However, office development is limited by the stipulation that only 25% of the area of a manufacturing facility not already used for offices could be converted to office use. Thus the district allows limited office development on current manufacturing sites, and on currently undeveloped sites. Residential uses are not permitted in the district (although "heavier" live-work uses are). There are only a very small number of residential uses in the district, because the Mixed-Use Residential district was drawn to include all of the major residential enclaves.

GENERAL MANUFACTURING DISTRICTS

There are 2 smaller Plan districts which allow more process intensive, "heavier" manufacturing uses, as well as light industrial uses. These are the Manufacturing District in northwestern West Berkeley, and the Mixed Manufacturing District in southwestern West Berkeley. These districts are closely targeted to industrial uses, and generally do not allow residential, live-work, retail, or office uses (except on upper stories in the Mixed Manufacturing District). Office, laboratory, and retail uses which are integral to a manufacturing operation (e.g. a store selling products made on site) are permitted in the district. These small areas--some 94 acres in the Manufacturing zone and 79 acres in the Mixed Manufacturing zone--most closely follow the model of "Protected Manufacturing Districts" that manufacturing advocates sought for West Berkeley.

Manufacturing District

The manufacturing district is a "gritty" territory of metal "shed" buildings, tall cranes, and forklifts in the street. The district is generally west of 4th St. and north of Virginia St., though its borders are irregular. About 900 workers (862) in 35 firms labor here, with 84% of them in manufacturing and wholesaling. Flint Ink (formerly Cal Ink), Pacific Steel Castings, and billboard builder Gannett Outdoor Advertising are the largest employers here, along with other smaller "heavy" manufacturers.

Mixed Manufacturing District

The Mixed Manufacturing district is made up of the "superblocks" between 7th St. and the railroad track, Dwight Way and Heinz St. These blocks were laid out as the early 20th Century version of an "industrial park." The area is dominated by large sites--Miles' almost 25 acres, Some 10 acres at the former Colgate plant, and other similarly large sites. Some 900 employees work here (915) although for a mere 27 businesses. Recent employment increases at Miles have raised the employment total. Employment in the district is 90% manufacturing and wholesaling, with Miles, Macaulay Foundry, and

Table 1: **West Berkeley Employment by Broad Sector in Proposed Zoning Districts**

	ZONING DISTRICT											
	Manufacturing		*Mixed-Manufacturing*		*Mixed-Residential*		*Mixed-Green*		*Commercial*		*Total Plan Area*	
USE CATEGORY	*Firms*	*Employees*	*Firms*	*Employees*	*Firms*	*Employees*	*Firms*	*Employees*	*Firms*	*Employees*	*Firms*	*Employees*
"Heavy" Manufacturing*	9	537	4	770	10	257	7	106	1	14	31	1,684
"Light" Manufacturing**	16	187	12	87	140	2,180	53	400	39	212	266	3,097
Other Industrial***	3	118	3	16	72	471	39	279	97	357	232	1,304
Retail Trade****	3	10	4	12	49	545	15	46	219	1,746	310	2,385
Office-Based*****	4	10	4	30	100	1,099	68	386	56	257	272	1,923
TOTAL	35	862	27	915	371	4,552	182	1,217	412	2,586	1,111	10,393

*"Heavy" Manufacturing is chemicals, including pharmaceuticals, primary metals, and asphalt products.
**"Light" Manufacturing is all other manufacturing; wholesale trade; and warehousing.
***Other Industrial is agriculture, construction, transportation and public utilities, auto repair, and miscellaneous repair services.
****Retail Trade is retail trade and personal services.
*****Office-Based is finance, insurance, and real estate; travel agencies; and services not listed above including business services,engineering and management.

Source: Business Licenses, 1990, City of Berkeley
Note: Plan Area totals include 84 firms with 262 employees located in residential areas and Aquatic Park and not reflected in columns.
Note: Business License data tends to understate employment somewhat, due to underreporting.

Table 2: **Percentage of Each Sector's Employment in Each Zone** (totals across)

SECTOR	*ZONING DISTRICT*					
	Manufacturing	**Mixed-Manufacturing**	**Mixed-Residential**	**Mixed-Green**	**Commercial**	**TOTAL**
"Heavy" Manufacturing	32%	46%	15%	6%	1%	100%
"Light" Manufacturing	6%	3%	70%	13%	7%	100%
Other Industrial	9%	1%	36%	21%	27%	100%
Retail Trade	0%	1%	23%	2%	73%	100%
Office Based	1%	2%	57%	20%	13%	100%
TOTAL	8%	9%	44%	12%	25%	100%

Note: Rows do not always add to 100% because of employment in Aquatic Park and in the residential zones.

Table 3: **Percentage of Each Zone's Employment in Each Sector** (totals down)

SECTOR	*ZONING DISTRICT*					
	Manufacturing	**Mixed-Manufacturing**	**Mixed-Residential**	**Mixed-Green**	**Commercial**	**TOTAL**
"Heavy" Manufacturing	62%	84%	6%	9%	0%	16%
"Light" Manufacturing	22%	10%	48%	33%	9%	30%
Other Industrial	14%	2%	10%	23%	24%	13%
Retail Trade	1%	1%	12%	4%	53%	23%
Office Based	1%	3%	24%	32%	14%	19%
TOTAL	100%	100%	100%	100%	100%	100%

Artworks Foundry leading employers. While industrially oriented, this district is somewhat less tightly targeted than the Manufacturing District, allowing freestanding laboratories and office uses on upper stories, so that multi-story buildings in the district can be more easily used.

MIXED USE/RESIDENTIAL DISTRICT

The Mixed Use/Residential zone is the fourth new land use/zoning district developed by the West Berkeley Plan. While the Mixed Use/Light Industrial zone incorporates those areas dominated by a light industrial/office mix without residential uses, the Mixed Use/Residential focuses on those areas where the key mix is residential and industrial. The district encompasses the current SI (Special Industrial) district between the 4th/5th midblock line and 6th St., along with an area (currently zoned M) between Carlton and Heinz, 7th St. and the San Pablo commercial strip where there are substantial numbers of residences. The district totals some 120 acres. The district's proposed uses permit residential, live-work, light industrial, and office uses, but only limited, generally neighborhood serving retail.

The district's non-residential uses are divided among manufacturing and wholesaling, with 506 employees (42% of the district total), with 386 (32%) in office-based and non-repair services, and 279 (23%) in other industrial uses such as construction and auto repair. The district is not insignificant economically, with 12% of total West Berkeley jobs, 21% of West Berkeley light manufacturing jobs, and 20% of West Berkeley office-based jobs. However, businesses in the district tend to be smaller than in other districts, with the largest employer here reporting only 60 jobs. But among the 200+ businesses in the district, there are over a dozen construction companies, a similar number of printers and publishers, almost 20 small wholesalers, and a large cluster of business service firms. Residentially, the district contains 373 units (according to the 1990 Census), 90 of which (or 25%) are concentrated at the Oceanview Gardens/Delaware St. Historic District site. One unit houses predominate in the area, but there are many duplexes, and some 3 and 4 unit structures. The Oceanview Gardens development is composed primarily of 6 unit structures.

COMMERCIAL DISTRICT

The commercial district is not a new one in West Berkeley, currently covering San Pablo Ave. and University Ave. east of 6th St. The West Berkeley Plan extends the commercial dsignation to other areas which have in fact become commercial--4th St. between Addison and (vacated) Delaware, a corridor along the north side of Ashby Ave., and pockets (sometimes described as "nodes") off San Pablo at Dwight and Gilman. The Plan seeks to foster concentrated, walkable commercial areas, and to prevent commercial sprawl which will both interfere with industry and attenuate commercial areas. A new commercial "loop" from 4th & Addison to Aquatic Park is created, in the hope that retail uses here will help lure more people into Aquatic Park. The zoning for the district will vary somewhat between concentrated commercial nodes (where non-commercial uses will not be permitted on the ground floor) and along commercial strips such as San Pablo.

Most of the district's employment--1,746 jobs or 73% of its total is in retail and personal service uses. Similarly, the district represents 73% of West Berkeley retail/personal service jobs. 8 of West Berkeley's 10 largest retail employers

are in this district. Whole Earth Excess, Spenger's, and REI are among these leading employers. The district also has a substantial residential population, with approximately 300 units. Areas with substantial numbers of residents include University Ave. from 8th to 10th, and San Pablo Ave. from University to Cedar, San Pablo Ave. from Addison to Parker, and 10th St. south of Dwight Way. In all of these areas, however, residential and commercial uses are mixed, either on the same property, or on the same block.

RESIDENTIAL DISTRICTS

The residential districts of West Berkeley--overwhelmingly zoned R1(A), with small amounts of R3, and R4, are virtually unmodified by the Plan. The 2 residential Census tracts (which cover the area from Dwight to Camelia, 6th to San Pablo) total 256 acres, but this figure includes some commercially zoned frontage on University and San Pablo. City records indicated (as of 1989) 2,356 housing units in the 2 tracts. Somewhat less than half of the units (43%) were in 1 unit structures. An additional fifth of the units (21%) are in structures with 5 or more units. There is also employment in the district--in existing non-conforming commercial structures, and in home occupations, which are counted as employment in Berkeley's business licenses.

Within the residential district, the zoning borders are not proposed for change. The only proposed change to permitted uses is to allow small neighborhood-serving retail and service uses (e.g. groceries, laundromats) within the R districts. One change which has been suggested for study is the possible revision of zoning to allow multi-family structures a greater depth of lot back from San Pablo Ave. This was suggested for those areas which although zoned residential are currently not in residential use. This change could be incorporated into zoning revisions, but before doing so careful study and consultation with the residents would be required.

This Draft now sets out the generally permitted and prohibited uses in each district. It then summarizes the Plan's regulatory policies for a number of "special situations"--conversion (change of use) of industrial space to other uses; sites on the "heavy" manufacturing/residential border and how they are to be buffered; large sites, and live-work projects. It then turns to the development standards to be applied under the plan--permitted heights, building bulks (floor area ratios), parking requirements, traffic generation limits, etc. Then there is a discussion of performance standards, limiting noise, odor, and similar impacts, which will be part of the Plan's implementing zoning.

DISTRICT PERMITTED AND PROHIBITED USES

(See also Special Situations section)

A. Generally Permitted and Prohibited Uses

Manufacturing District

See also Development Standards, Manufacturing/Residential Buffers for regulations affecting certain sites

Permitted Uses (see Development Standards chart for sizes of projects requiring Administrative Use Permit, Use Permit with Public Hearing)

- Arts & Crafts (workspaces only, not live-work)
- Auto body & painting
- Automobile dismantling ("junkyards")
- Auto repair
- Cab, truck, and public utility depots
- Composting
- Construction yards and associated offices
- Farms and Agricultural establishments
- Industrial Product Sales (Gases & Chemicals)
- Manufacturing: Food processing, textiles, apparel, lumber & wood products, furniture, paper & allied products, printing (exclusive of publishing); asphalt products, leather products (exclusive of primary production of leather); stone, clay, and glass products; fabricated metals, industrial machinery, electrical machinery & electronics, transportation equipment, scientific instruments, miscellaneous manufacturing.
- Recyclable materials collection points, exclusive of facilities handling primarily hazardous waste
- Self-storage ("mini-storage")
- Warehouses
- Wholesale trade and distribution

Conditionally Permitted Uses (Public Hearing required regardless of project size)

- Chemicals, including pharmaceuticals (exclusive of the manufacturing of alkalies, chlorine, chemical warfare gases, DDT, chloroform, fertilizers, and explosives)
- Parking structures
- Primary metals, including smelting and refining

Ancillary Uses (Uses permitted only as an integral part of manufacturing or wholesale trade site)

- Factory Outlets (for products manufactured on site)
- Laboratories
- Offices

Prohibited Uses

- Banks and financial establishments
- Gasoline stations
- Group quarters residences
- Hazardous waste transfer stations & disposal facilities (freestanding facilities)
- Hotels and motels
- Laboratories (freestanding)
- Live-work
- Manufacturing: Tobacco products, alkalies, chlorine, chemical warfare gases, DDT, pesticides, chloroform, fertilizers, explosives; primary production of leather; petroleum refining, products of petroleum and coal not elsewhere classified; tires, inner tubes, synthetic rubber, asbestos products, ordnance and accessories, reprocessing of nuclear cores & scrap
- Offices (freestanding)
- Publishing
- Residences
- Restaurants
- Retail establishments, except permitted factory outlets
- Schools and day care facilities

Mixed Manufacturing District

See also Development Standards, Large Site Development Process; Manufacturing/Residential Buffers (regulations affecting frontage along portions of 7th St., Dwight Way)

Permitted Uses (see Development Standards chart for sizes of projects requiring Administrative Use Permit, Use Permit with Public Hearing)

- Arts & Crafts (workspaces only, not live-work)
- Auto body & painting
- Automobile dismantling ("junkyards")
- Auto repair
- Cab, truck, and public utility depots
- Composting
- Construction yards and associated offices
- Farms and Agricultural establishments
- Industrial Product Sales (Gases & Chemicals
- Manufacturing: Food processing, textiles, apparel, lumber & wood products, furniture, paper & allied products, printing (exclusive of publishing); asphalt products, leather products (exclusive of primary production of leather); stone, clay, and glass products; fabricated metals, industrial machinery, electrical machinery & electronics, transportation equipment, scientific instruments, miscellaneous manufacturing.
- Recyclable materials collection points, exclusive of facilities handling primarily hazardous waste
- Warehouses
- Wholesale trade and distribution

Conditionally Permitted Uses (Public Hearing required regardless of project size)

- Chemicals, including pharmaceuticals (exclusive of the manufacturing of alkalies, chlorine, chemical warfare gases, DDT, chloroform, fertilizers, and explosives)
- Parking structures
- Primary metals, including smelting and refining

Ancillary Uses (Uses permitted only as an integral part of manufacturing or wholesale trade site)

- Factory Outlets (for products manufactured on site)
- Laboratories on the ground floor
- Offices on the ground floor

Upper story Uses (Uses permitted on the second story or above)

- Laboratories (other than ancillary)
- Offices (other than ancillary)
- Publishing

Prohibited Uses

- Banks and financial establishments
- Gasoline stations
- Group quarters residences
- Hazardous waste transfer stations & disposal facilities (freestanding facilities)
- Hotels and motels
- Laboratories (freestanding)
- Live-work
- Manufacturing: Tobacco products, alkalies, chlorine, chemical warfare gases, DDT, pesticides, chloroform, fertilizers, explosives; primary production of leather; petroleum refining, products of petroleum and coal not elsewhere classified; tires, inner tubes, synthetic rubber, asbestos products, ordnance and accessories, reprocessing of nuclear cores & scrap

- Offices (freestanding)
- Residences
- Restaurants
- Retail establishments, except permitted factory outlets
- Schools and day care facilities
- Self-storage ("mini-storage")

Mixed Use/Light Industrial District ("Green" district)

See also Development Standards; Conversions from Manufacturing to Other Uses; Live-Work Development

Permitted Uses (see Development Standards chart for sizes of projects requiring Administrative Use Permit, Use Permit with Public Hearing)

1. Industrial & Agricultural Uses

- Arts and Crafts (workspaces only, live-work limited)
- Auto repair
- Construction yards & associated offices
- Farms & agricultural establishments
- Manufacturing: Food processing (e.g. bakeries, wineries); textiles, apparel, furniture, lumber & wood products, printing and publishing; stone, clay, and glass products; industrial machinery; electrical machinery & electronics; scientific instruments; miscellaneous manufacturing
- Manufacturing Repair and Service
- Recyclable materials collection points, exclusive of facilities handling primarily hazardous waste
- Vocational Schools (providing training for uses in district)
- Warehouses
- Wholesale trade and distribution

2. Offices and Services

- Offices--General, medical, and professional (see Conversions from manufacturing to other uses)

3. Retail

- Building Materials and Garden Supplies--
- Business Services (not to exceed 3,000 sq.ft.)--

Conditionally Permitted Uses (Public Hearing required regardless of project size)

- Auto body and painting
- Day Care
- Live-Work (Manufacturing and Arts & Crafts uses only)
- Manufacturing of leather products, rubber products, plastic products, paper products, fabricated metals
- Parking structures
- Restaurants
- Schools (other than Vocational Schools described above)
- Shelters for Homeless Persons

Uses Permitted in Selected Locations--portions of district north of Gilman St. and west of 3rd St. (Southern Pacific RR)

- Laboratories (freestanding)
- Manufacture of pharmaceuticals

Prohibited Uses

- Banks and Financial establishments (public service)
- Gasoline stations
- Group Quarters other than Shelters for Homeless Persons
- Hazardous waste transfer stations & disposal facilities (freestanding facilities)
- Hotels and Motels

• Manufacturing--All uses prohibited in Manufacturing zone and Chemicals (except pharmaceuticals in selected locations), petroleum products, primary metals processing (e.g. "foundries"), transportation equipment and primary production of leather, rubber, plastic, or paper
• Residences (live/work conditionally permitted, see above)
• Retail stores, except as listed above
• Self-storage ("mini-storage")

Mixed Use/Residential District

See also Development Standards, Conversions from Manufacturing to Other Uses,
Permitted Uses, Live-Work

Permitted Uses (see Development Standards chart for sizes of projects requiring Administrative Use Permit, Use Permit with Public Hearing)

1. **Residential**

• Residences--Single-family, Multi-family, Group Quarters
• Day Care
• Schools

2. **Industrial & Agricultural**

• Arts and Crafts (workspaces only)
• Farms and Agricultural establishments
• Manufacturing Repair and Service
• Recyclable materials collection points, exclusive of facilities handling primarily hazardous waste
• Warehouses
• Wholesale trade and distribution

3. **Retail**

• Building Materials and Garden Supplies
• Business Services--
• Food Stores (not to exceed 5,000 sq.ft.)
• Cleaners, laundries, and laundromats

Conditionally Permitted Uses (Public Hearing required regardless of project size)

• Auto body, auto painting, auto repair (with setbacks from residential use)
• Construction yards and associated offices
• Live-work (work activities those permitted in district)
• Manufacturing-- Food processing (e.g.bakeries, wineries), clothing & textile production, furniture production, wood products, printing and publishing; stone,clay,and glass products; industrial machinery, electrical machinery & electronics, scientific instruments, miscellaneous manufacturing,leather products, rubber products, plastic products, paper products
• Restaurants

Prohibited Uses

• Banks and financial establishments (public service)
• Gasoline stations
• Hazardous waste transfer stations & disposal facilities (freestanding facilities)
• Hotels and motels
• Manufacturing--All uses prohibited in Manufacturing zone and Chemicals (including pharmaceuticals), lumber milling, petroleum products, primary metals processing, primary production of leather, rubber, plastic, or paper (e.g. pulp mills)
• Retail stores, except as listed above

Commercial District See also Development Standards, Live-Work

Permitted Uses (see Development Standards chart for sizes of projects requiring Administrative Use Permit, Use Permit with Public Hearing)

1. **Retail**

- Barber shops, beauty salons, and other hair cuteries
- Gasoline stations
- Hotels and motels
- Cleaners, laundries, and laundromats
- Restaurants
- Retail stores (all types)

2. **Residential**

- Day Care
- Schools

3. **Live-Work**

- Live-work (work activities those permitted in district)

4. **Offices**

- Banks and financial establishments
- Business Services (above the ground floor in designated commercial nodes)
- Offices--General, Medical, and Professional (above the ground floor in designated commercial nodes)

5. **Industrial and Agricultural**

- Arts and Crafts (workspaces)
- Auto body, auto painting, and auto repair
- Farms and agricultural establishments
- Wholesale trade and distribution

Conditionally Permitted Uses (Public Hearing required regardless of project size)

- Construction yards and associated offices
- Manufacturing--Food processing, printing and publishing, wood products, furniture making; stone, clay, and glass products
- Recyclable materials collection points, exclusive of facilities handling primarily hazardous waste
- Residential uses--single family, multi-family, and group quarters (above the ground floor in designated commercial nodes)

Prohibited Uses

- Hazardous waste transfer stations & disposal facilities (freestanding facilities)
- Laboratories (freestanding)
- Manufacturing (other than uses specified above)

Residential Districts

See also Development Standards

Permitted Uses in All Residential Zones--R1A, R-3, R-4

- Parks, playgrounds, playlots
- Day care for six or fewer children

Conditionally Permitted Uses in All Residential Zones (Public Hearing required regardless of project size)

- Churches, Community Centers, and Libraries
- Day Care
- Food stores (less than 3,000 sq.ft.)
- Cleaners, laundries, and laundromats
- Residences--1 unit, 2 unit
- Schools

Uses Conditionally Permitted in R-3, R-4 zones only (Public Hearing required regardless of project size)

- Group Quarters
- Medical buildings and hospitals
- Multiple dwellings

Uses Conditionally Permitted in R-4 zone only (Public Hearing required regardless of project size)

- Hotels and motels
- Institutions and offices
- Retail ancillary to hotels, motels, instiutions and offices

Prohibited Uses

- All other uses--agricultural, other retail, manufacturing, wholesaling

Note: Most of the "residential core" area of West Berkeley between Dwight and Camelia (excluding University Ave.) and 6th St. and the San Pablo commercial strip is zoned R-1A. However, parts of the blocks on either side of University Ave. are zoned R-3 or R-4.

B. **Special Situations and Regulations**

Conversions from Manufacturing to Other Uses

The West Berkeley Plan's regulation of "conversions" (technically "changes of use") from manufacturing and wholesale trade is a central element of the Plan's land use concept. In the Mixed Use/Light Industrial ("Green") zone in particular, the conversion limits seek to maintain the industrial character of the area, without completely blocking other uses there. The district description above makes clear how--in many respects--the Light Industrial district is the key manufacturing and industrial district in West Berkeley. Staff estimates that the district contains some 2.2 million square feet of privately owned manufacturing and wholesaling space, in dozens and dozens of buildings, which range in size from a few thousand square feet to the 162,000 square feet of Utility Body. This district--in contrast with the Manufacturing and Mixed Manufacturing districts--contains a substantial percentage of manufacturers and wholesalers which rent rather than own their space, putting them at much greater risk of displacement.

If no limits on the conversion of manufacturing space were enforced here, widespread displacement of manufacturing would be possible, contrary to the Plan's economic development and land use policy. On the other hand, if the City were to seek to protect manufacturers' spaces in the absence of such a rule, the list of permitted uses in the district would have to be much more restrictive. Thus, given the existence of limits on conversion, the Plan can be much more permissive about allowing certain uses as new construction (e.g. offices) while maintaining the area as an industrial district. The conversion limitation approach allows change, but regulates its pace and scope. Indeed, if the full 25% of space allowed to convert actually were to convert (an admittedly unlikely occurence), some 550,000 square feet of space would be changed to office or other uses. If this 550,000 square feet were to convert, some 40% of the district's current space would be non-manufacturing/wholesaling, about the maximum level at which the district could still be called "industrial."

The issue is also relevant in the Mixed Use/Residential district, although this district is both smaller and designed to be less protective of manufacturing. In this district, the Plan calls for conversions of manufacturing/wholesaling buildings of 10,000 square feet or more to be reviewed for their impact on the industrial character of the area. Specific criteria will be proposed in the West Berkeley rezoning proposal.

"Conversion" (Change of Use) of Manufacturing or Wholesaling Space in Mixed Use/Light Industrial District

Scope of Regulation--Changes of buildings currently or last used for manufacturing, wholesale trade, or warehouse uses to any other use, except manufacturing, wholesale trade, or warehouse use.

Limit on Conversion--The conversion of any manufacturing, wholesale trade, or warehouse use to a use other than manufacturing, wholesale trade or warehousing would be limited to 25% of the floor area of the building now used for purposes other than offices, laboratories, properly approved live-work spaces, or properly approved retail space. Thus in a manufacturing site with 100,000 square feet of space (other than office), 25,000 could be converted (with a Use Permit) to other uses permitted in the district. No further conversion would be permitted.

Hardship Exception--Buildings which are uneconomic to maintain in at least 75% industrial use could be converted to

other uses permitted in the district with a Use Permit granted by the Zoning Adjustments Board after a Public Hearing. The Board would be required to find that there are exceptional physical circumstances pertaining to the building, which do not pertain to most other buildings in the district, which make it impossible to reuse for industrial purposes. The simple fact that other uses would be more profitable is not adequate for this Use Permit.

Heavy Manufacturing/Residential Buffers

Intent

The intent of this regulation is to maintain a minimum distance of 150 feet between residential and "heavy" manufacturing uses in order to mitigate environmental impacts, such as noise, odor, vibration and glare, which would interfere with reasonable residential use and to provide a workable environment for these manufacturers.

Affected Zones

Mixed Use-Residential

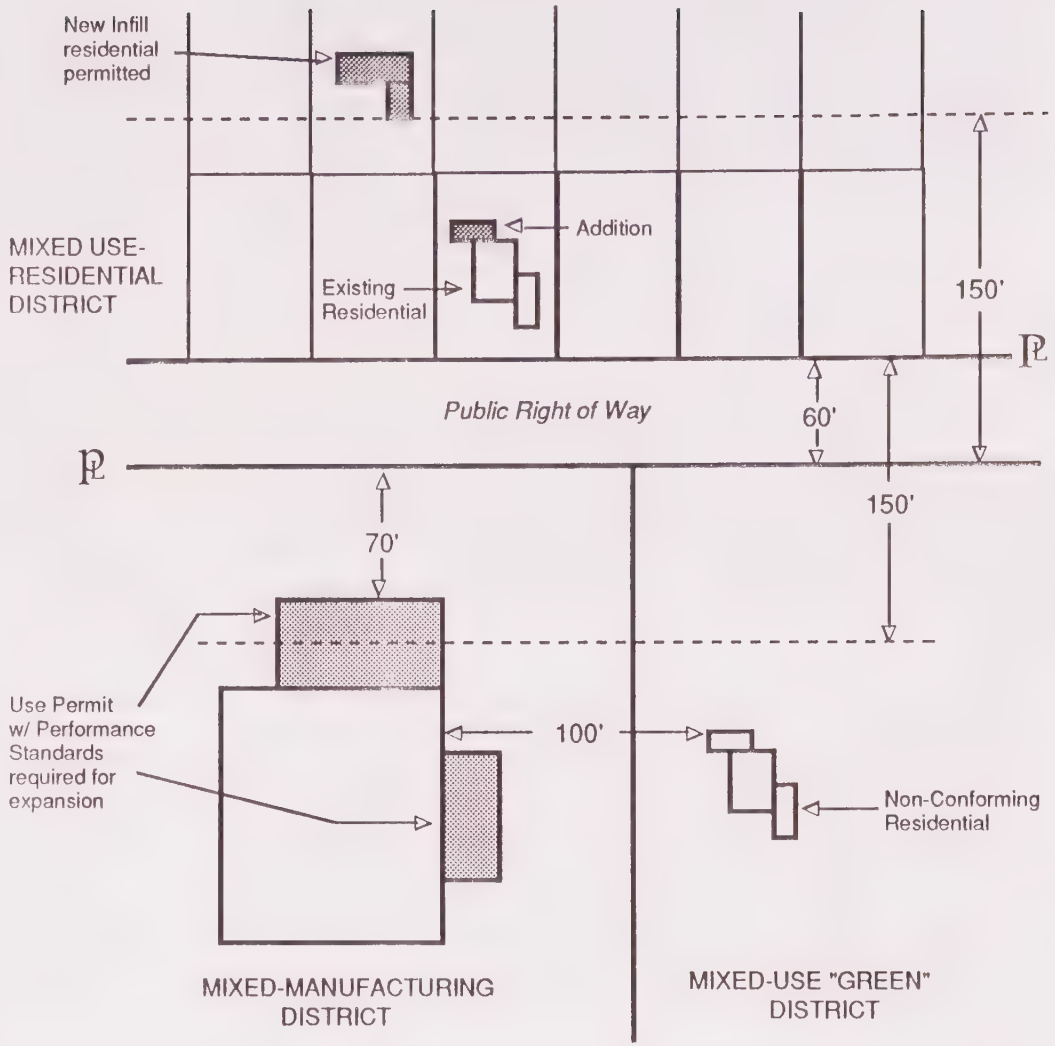
• No new residential use within 150 feet of an any property adjacent to a manufacturing district (i.e. Manufacturing, Mixed-Manufacturing); nor w/in 150' of existing "heavy" manufacturer in any zone. Additions to existing residential uses permitted
at a "reasonable" level - standards to be determined.

• No new or expanded manufacturing use within 150 feet of an existing residential use, unless Performance Standards are met and a Use Permit is obtained.

Manufacturing/Mixed-Manufacturing/Mixed Use-"Green"

• No new or expanded manufacturing use within 150 feet of a property located in the Mixed Use-Residential zone, unless Performance Standards are met and a Use Permit is obtained.

EXAMPLE



• No new or expanded manufacturing use within 150 feet of an existing residential use regardless of zone, unless Performance Standards are met and a Use Permit is obtained.

Large Site Development Process

West Berkeley has a few large sites--sites of 5 acres or more under a single ownership--which present special challenges and opportunities for planning and development in West Berkeley. These large sites--such as the Miles or (ex)Colgate property--are of a scale where they have a major impact on the area around them, and noticable impacts on West Berkeley as a whole. They also may require modification of the uses and development standards in a district to facilitate a feasible large scale project.

For these reasons, the West Berkeley Plan incorporates a concept of a **Large Site Development Process**. While the process remains to be defined, the concept is that a special approval process would be used for certain projects. Because of the importance of these projects, the Planning Commission would be involved in the process. The processs would also provide a formal mechanism for early citizen input. Projects which would use the process would be those which:

• On sites of at least 5 acres; and

• Proposing to incorporate uses which would not otherwise be permitted in the district; or

• Requesting an "alternative" land use entitlement, such as a **Development Agreement**. Another possibility is a **Master Plan Permit**, whereby a single permit would be issued for the development of a number of buildings and/or uses within a given range.

The Zoning Ordinance would have to be amended to provide for a **Master Plan Permit**. It would be a middle ground alternative between the Use Permit and the Development Agreement. While a master permit could be issued for a multi-building project, there would be a procedure for review of individual buildings at their time of construction. This alternative could incorporate many of the master planning features of a Development Agreement, but would be acted upon under the procedures of the Zoning Ordinance, rather than as a separate contract.

It is important to note that no special process would be required of large scale projects which conform in all substantive respectives to the uses and development standard of their district. Such a project, however large, would require simply the normal Use Permit(s) and environmental review (an Environmental Impact Report or other appropriate documentation).

Live-Work Development

Live-work space has become an increasingly important element of the West Berkeley built environment. More and more people, in an ever-widening variety of fields, are interested in combining their living and working sites. Originally targeted by state legislation to artists and craftspeople, live-work now serves many more occupations. Originally envisioned as occuring in converted warehouses, in recent years there have been newly constructed purpose built live-work buildings as well. There are now roughly a dozen legally permitted live-work sites in West Berkeley, with 4 more projects (ranging in size from 2 to 17 units) under construction. Given strong interest by both space users and developers, additional live-work developments--particularly new construction developments--are likely.

Live-work is generally a positive presence in Berkeley and West Berkeley, but it must be carefully regulated so that it does not cause negative impacts. Live-work generates life in neighborhoods which are otherwise moribund at night, increasing activity and safety. It can provide workspaces which do not need to be commuted to. Some live-work still houses artists, a culturally important but often economically marginal segment of the population.

Live-work originally grew up in the interstices of economically marginal industrial areas. However, in 1990s West Berkeley, both built space and land is scarce, highly prized, and competitive. This means that live-work uses have the potential of displacing or being physically incompatible with manufacturing, especially "heavier" manufacturing. These potentials for incompatibility have grown as live-work has gained new constiuencies, who are not always as tolerant of the pre-existing industrial land uses as artists and craftspeople tended to be. In those parts of West Berkeley which combine industrial and residential uses (in the Mixed Use/Residential district), existing residents are concerned about the visual, parking, and economic impacts of new live-work developments in the area.

The West Berkeley Plan regulates live-work along 2 dimensions. First is location: live-work is permitted in the Mixed Use/Residential districts (where historically most live-work has occured) and the Commercial district; restricted to artists and craftspeople in the Mixed Use/Light Industrial district; and barred outright in the Manufacturing, Mixed Manufacturing, and Residential districts (although in the last home occupations are permitted). These provisions keep live-work out of the "heavy" manufacturing districts, where there are great physical incompatibilities. Live-work is restricted in the Light Industrial district to help maintain the industrial character of that area, but allow that live-work which is most likely to be compatible.

The second dimension of regulation is new development standards for live-work, covering such matters as height, bulk (total permitted amount of construction), parking, open space, and other issues, particularly for newly constructed live-work spaces. Proposed new live-work standards are attached as Appendix 2.

SELECTED DEVELOPMENT STANDARDS BY ZONE

TYPE OF STANDARD	MANUFACTURING "PINK"	MIXED MANUFACTURING "GREY"	MIXED-USE "GREEN"	MIXED-USE "YELLOW"	COMMERCIAL "RED"	RESIDENTIAL
HEIGHT and BULK (maximum)	• 3 stories/45 feet • FAR: 2	• 3 stories/45 feet • FAR: 2	• 3 stories/45 feet • FAR: 2	• 2 stories/35 feet for non-residential • 3 stories/35 feet for residential • FAR: 1 for non-residential; 1.5 for resid./mixed • Residential Density: max. 1 unit/1,250 sq. ft.[2]	• 3 stories/40 feet for commercial • 4 stories/50 feet for residential above first floor • Encourage 2 stories in this district • FAR: 3[4]	• R-1A areas: 3 stories/35 feet • R-3 areas: 3 stories/35 feet • R-4 areas: 4 stories/50 feet
USE PERMIT[1] THRESHOLDS (public hearing)	• Mfg: 40,000 sq. ft. or where EIR req'd • Other Indust: 40,000 or where EIR req'd	• Mfg: 40,000 sq. ft. or where EIR req'd • Other Indust: 40,000 or where EIR req'd • Labs: 40,000 • Offices: 40,000 • Restaurant: Any	• Mfg: 30,000 sq. ft. • Other indust: 30,000 • Labs : 20,000 • Offices 20,000 • Restaurant: Any	• Mfg: 10,000[3] sq.ft • Other indust: 10,000 • Offices: 10,000 • Restaurant: Any • Residential: Admin. Use Permit w/up to 4 units	• Retail w/ housing : 20,000 sq. ft. • Retail w/office: 20,000 • Offices: 10,000 • Retail: 10,000 • Restaurant: 3,000 • Residential: Any	• Retail: Any • Residential: Any
PARKING (minimum; by use)	• Mfg. assembly & production : 1/1000 sq. ft. • Warehouse: 1/1000 • Offices: 2/1000 • Retail (ancillary): 2/1,000	• Mfg. assembly & production : 1/1000 sq. ft. • Warehouse: 1/1000 • Labs: 1.5/1,000 • Offices: 2/1,000 • Retail (ancillary): 2/1,000 • Restaurants: 3/1,000	• Mfg. assembly & production : 1/1000 sq. ft. • Warehouse: 1/1000 • Labs 1.5/1,000 • Offices: 2/1,000 • Retail: 2/1000 • Restaurant: 3/1,000	• Mfg. assembly & production : 1/1000 sq. ft. • Warehouse: 1/1000 • Residential: 1/unit • Office: 2/1,000 • Retail: 2/1,000 • Restaurant 3/1,000	• Residential: 1/unit • Offices: 2/1,000 • Retail: 2/1,000 • Restaurant: 3/1,000 • Fast food: 4/1,000	• Retail: 2/1,000 • Residential: 1/unit
TRAFFIC[5]	• Demonstrate ability to meet Level of Service standard "D"	• Demonstrate ability to meet Level of Service standard "D"	• Demonstrate ability to meet Level of Service standard "D"	• Demonstrate ability to meet Level of Service standard "D"	• Demonstrate ability to meet Level of Service standard "D"	

1 The square footage thresholds shown here disignate the size at which any new use would require a Use Permit, with a public hearing before Zoning Adjustments Board. The Administrative Use Permit (AUP) process needs further study, particularly the "bottom" threshold levels; an AUP would be required at any scale for labs in any district, and for any manufacturing use in the "Yellow" zone.

2 May not be the appropriate standard for live/work.

3 Could increase beyond 10,000 w/further study of AUP process.

4 Consider increasing height/FAR as bonus for providing parking w/in building.

5 Implementation contingent on adoption of Traffic Improvement Plan. In the interim, Board of Adjustments to give priority to those projects which meet this standard.

Performance Standards

The West Berkeley Plan incorporates the concept of "performance standards." Performance standards differ from traditional zoning development standards in that they regulate the impacts of land uses--noise, odor, vibration, etc. By contrast, traditional zoning standards deal with the physical form of building--building mass, height, yards (setbacks), lot coverage, parking, etc. Performance standards set maximum permissible levels for the release of the item they regulate--e.g. X decibels of noise. Such performance standards are an integral part of Portland's "Industrial Sanctuary" zoning policy, and are used in Oakland and many other communities.

Performance standards become particularly important in a context where disparate uses are close together--like West Berkeley. When differing districts abut each other, performance standards limiting noxious environmental impacts can help substitute for the absence of distance between uses. The sometimes difficult industrial/residential interface is a particularly salient site.

While manufacturing is typically the primary focus of performance standards, other types of business such as construction, transportation, laboratories, and nightclubs can have off-site impacts, and therefore are appropriate as subjects of performance standard regulation.

Performance standards will be incorporated into the implementing zoning for the West Berkeley Plan. Further research is needed to develop standards which will at once reduce impacts on residential and business neighbors of uses creating impacts, without setting out standards that are impossible for existing manufacturers and other businesses to meet.

VI IMPLEMENTATION MEASURES

Ordinances and Regulatory Changes

1. Rezoning—Implement the rezoning envisioned by the Preferred Land Use Concept and the West Berkeley Plan—including permitted and prohibited uses, development standards, performance standards and project review procedures—by amending the Zoning Ordinance and zoning map.

Goals and Policies Implemented: Goal 1, Policies 1A, 1B, 1C, 1D; Goal 2, Policies 2A, 2B, 2C, 2D, 2E, 2F, Goal 4, Goal 5

Responsibility: City Planning Department

Funding: Major project within regular staff and operating funding

2. Redevelopment Plan—Amend the West Berkeley Redevelopment Plan to conform with West Berkeley Plan

Goals and Policies Implemented: Goal 1, Policies 1A, 1B, 1C, 1D; Goal 2, Policies 2A, 2C, 2D, 2E, Goal 4, Goal 5

Responsibility: Community Development Department

Funding: Redevelopment Agency

3. Truck Weight Ordinance—Amend the City's truck weight Ordinance to prevent through traffic on residential streets. The City's actions to limit the transportation

Goals and Policies Implemented: Goal 3, Policy 3A

Responsibility: Traffic Engineer's Office

Funding: Regular staff and operating funding

Projects

1. Consolidated Parking—Study the feasibility of, and if feasible and desirable, construct parking garages or other consolidated parking facilities in the area of 4th & University and 7th & Ashby (and other locations if warranted). The garages would be intended to provide parking for area merchants, the Amtrak station, and to relieve overspill parking pressure on nearby neighborhoods.

Goals and Policies Implemented: Goal 1, Policy 1C

Responsibility: Community Services Division initially

Funding: Study funds provided in 1991-92 Budget, project consultant currently being selected.

Studies

1. Inventory of Industrial Space--Create a comprehensive inventory of industrial space in West Berkeley, particularly industrial space subject to conversion regulation in the Mixed Use/Light Industrial and Mixed Use/Residential districts. This will support effective enforcement of these conversion rules.

Goals and Policies Implemented: Goal 1, Policies 1A & 1B; Goal 2

2. Satellite Parking—Assess possible locations for satellite parking in West Berkeley to intercept traffic before Downtown Berkeley, Campus areas

Goals and Policies Implemented: Citywide, West Berkeley Transportation goals

Responsibility: City Planning Department initially

Funding: General Fund

Appendix: Cultural Resources of West Berkeley

One special set of West Berkeley "land uses" are its many cultural sites. While West Berkeley is not generally thought of as Berkeley's cultural center, there is nonetheless a great deal of cultural life and activity here. West Berkeley's large spaces, relatively low rents, and ethnic diversity are among the factors which make it a good home for cultural activities. West Berkeley is an important locale for artists and craftspeople, for live music performances, and for ethnic restaurants and groceries, among other cultural resources. The historic buildings and areas of West Berkeley, and its parks and open spaces are also cultural resources which are discussed elsewhere in this Element. There are a wide variety of cultural resources, some of which not everyone would see as resources.

The strong community of artists and craftspeople which exists in West Berkeley is clearly such a resource. There are studios and worksites at locations such as the Kawneer Building (8th & Parker), the Nexus Institute (8th & Carleton), the Kala Institute (9th & Heinz), and other sites. Indeed, the East Bay Open Studio tour, which annually opens artists' private studios to the public lists no less than 26 West Berkeley venues and 59 individual studios in West Berkeley this year.

Live music is another West Berkeley cultural element. Current live music venues include Freight & Salvage (Addison e. of San Pablo) and Ashkenaz (San Pablo near Gilman) for folk music, Thunder Bay (Bolivar near Addison) and the 924 Gilman club for rock music, and Picante (6th near Gilman) for jazz. There have been live theatres in West Berkeley, but are none operating currently.

The written word is also represented in West Berkeley. In addition to the West Berkeley Branch of the Berkeley Public Library (University e. of San Pablo), there is the Niebyl-Proctor Marxist Library for Social Research in historic landmark Finn Hall. West Berkeley also has specialized bookstores in architecture--Builders' Booksource (4th St. n. of Hearst), ecology--Ecology Center (San Pablo s. of Dwight), and poetry--Small Press Distribution (San Pablo n. of Hearst).

Culture is perhaps most often experienced in the form of food. The 57 eating and drinking places in West Berkeley include Afro-American, American, American Seafood, Californian, Cambodian, Caribbean, Chinese, Indian, Japanese, Mexican and other restaurants. West Berkeley food buyers can take advantage of groceries oriented to Caribbean, Indian, Middle Eastern, Thai and other cuisines. Some of West Berkeley's restaurants and bars--such as Spenger's and Brennan's--are longtime establishments which are themselves part of West Berkeley history.

West Berkeley is also home to gambling places. The Golden Gate Fields racetrack lies adjacent to the plan area at Gilman St. & West Frontage Rd., and is situated in both Albany and Berkeley. San Pablo north of Gilman is home to a bingo parlor which supports a number of charitable and religious groups.

There has been a public bathhouse in West Berkeley for decades.

In addition to being a locale where culture is enjoyed, it is also one where cultural products are created and produced. In addition to art and craft studios, there are also film, video, and record production companies in West Berkeley, at the Fantasy Building (10th & Carleton) and in other locations. West Berkeley is home to most of Berkeley's printing industry, and to some publishers, such as Nolo Press and Ten Speed Press.

Appendix 2--Proposed Live-Work Regulations

LIVE-WORK SUBCOMMITTEE, PROPOSED LIVE-WORK ZONING REGULATIONS (APPROVED IN PRINCIPLE, PLANNING COMMISSION)

SUBJECT REGULATED	PROVISIONS
1.Districts where permitted	Mixed Use/Res.,Commercial,Mixed Use/Light Industrial ("Green")
2. Uses permitted	Any permitted in district in Mixed Use./Residential, Commercial Dists.; Manufacturing and listed arts & crafts only in Mixed Use/Light Industrial

3a. Density (new construction) by Zone

Commercial zone	Up to Floor Area Ratio of 3
Mixed Use/Residential	Up to Floor Area Ratio of 1.5
Mixed Use/Light Ind.	Up to Floor Area Ratio of 2.0

3b. Density (conversion of existing) Full floor area of existing building may be reused, so long as other standards met.

4. New Construction Height Limit

Commercial	50 feet
Mixed Use/Res.	40 feet
Mixed Use/LI	45 feet

5. **Front Yard Setback** 5 ft.

6. **Additional physical provisions for sites abutting residential** (Mixed Use/Residential zone new construction only) (see also Item 18)

a. Sideyards 5 foot sideyard required on side(s) where residential use is.

b. Rear yards With residential use abutting in rear, 10 foot rear yard required (however, parking may be provided in this yard)

7. **Parking required**	1.5 automobile spaces per unit (table to be developed listing number of spaces required for given number of units. 1.0 bicycle spaces per unit.
8. **Loading Space**	Planning and Traffic Engineer to develop appropriate provisions for on-street "yellow" loading zones.
9. **Open Space** (New and **Conversion of existing**)	40 square feet per unit. However, if in conversion of existing buildings it is not practical or desirable to provide exterior open space, a UsePermit may be granted to provide the space as interior common space.

10. **Use Permit Requirements and Public Hearing Thresholds (Outside Overlay Area)**	Mixed Use Resl. & Commercial zone--Admin Use Permits for conversions/ new construction of up to 5,000 sq.ft.; Use Permit with Public Hearing for 5,000 sq.ft. and above.
11. **Overlay Area Concept**	An "Overlay Area" to be established within the Mixed Use/Residential Zone (specific borders remain to be determined). Within the Overlay Area, Use Permits with Public Hearings would be required for some new projects and changes of use which could be done through Administrative Use Permit in other areas of the MUR district (see below)
12. **Mixed Use/Residential Overlay Area Public Hearing "Triggers"** (see also Change of Use)	Public Hearings required if adding/converting 3,000 sq.ft. or Project which would result in Floor Area Ratio on lot of .75 or more or create new building with height of more than 28 ft. The Floor Area Ratio and height "triggers" are for total proposed Floor Area or height on the lot, incorporating new construction and any remaining existing building. Third trigger is new construction of a building set back less than 10 feet from the front property line.
13. **Conversion** of **Manufacturing space to Live-Work** (Mixed Use/Light Ind. Zone--"Green zone")	25% of built space may be converted to live-work for permitted uses. Live and work area together must convert no more than 25% of space.
14a. **Design review criteria (New construction)**	Project shouldn't deprive neighbors of light and air, should be as compatible as possible with appearance of residential and industrial buildings on street, given permitted size of project. However, design review should not completely rule out innovative building forms.
14b. **Design review criteria (Conversion of existing)**	Project should maintain external character of building and area with minimum feasible disruption consistent with reuse adaptations.

15. **Historic criteria**	Adjacent to landmarks or in Heritage Districts, new building should seek maximum possible consistency with typical area facade, signage, fenestration, and other features.
16.**% of Area used for Living**	40% maximum
17. **Minimum unit size**	Minimum total size of 750 square feet in Mixed Use/Residential; 1,000 sq.ft. in Mixed Use/Light Ind., 600 sq. ft. minimum in Commercial districts
18. **Affordability Provisions**	No inclusionary unit requirement. Projects to pay $5 per square foot Arts Development fee in Mixed Use/Resl.and Commercial dists., $2 per square foot in Mixed Use/Light Ind. Funds to be used for acquiring, building, rehabbing arts/crafts live-work and workspaces in new or existing buildings.
19. **Proof that space used for work**	Tenants/buyers must have at least 1 business license and 1 zoning permit per unit (lease/deed to provide this)
20. **Change of Use** (of live-work)	From **Live-Work to Commercial**: No Use Permit required except in MUR overlay unless a)Kitchen or bathroom will be physically removed or b) More than 3 workers (including business owner) will be in single originally constructed live-work space at 1 time. These require Use Permits, as do any changes of use in Overlay zone. From Live-Work to Residential: Not permitted (occupants must maintain Business License at all times)

Draft WEST BERKELEY PLAN
ECONOMIC DEVELOPMENT ELEMENT

Table of Contents

I. STRATEGIC STATEMENT

West Berkeley is in a very real sense one of the economic engines of Berkeley, and has historically played that role. It has the most private sector employment of any Berkeley area, and thus roughly 1/4 of all jobs in the city. West Berkeley is home to thriving manufacturing, retailing, business services, and other types of enterprises. These businesses provide jobs for more types of occupation than anywhere else in Berkeley; provide quality, often specialized goods and services for Berkeley, the Bay Area, and often beyond; and supply much needed City tax revenue.

The West Berkeley Plan should help make it possible for all sectors to—in an environmentally sound manner—continue to thrive. Some sectors will play their most important role in the creation of good jobs, particularly for those with poor employment prospects, others in supplying a wide and innovative range of goods and services, perhaps still others in increasing the the City's tax revenue The Plan recognizes that the widespread view of (West) Berkeley as a "clean, environmental" area is an economic as well as an environmental advantage.

The Plan has a special focus on retention of manufacturing because West Berkeley is Berkeley's only manufacturing center, and because manufacturing provides many well paid jobs to people without advanced education. By supporting manufacturing, a sector which has had difficulties in the marketplace, but continues to have important promise, the Plan supports its overall goal of maintaining a sectorally mixed economy. In addition to stabilizing and renewing growth in manufacturing, the Plan anticipates that the largest growth sectors will continue to be retail and (office-based) services.

The policy approach of the West Berkeley Plan is spelled out in more detail in Section III—The Economic Development Rationale of the West Berkeley Plan.

II. BACKGROUND

1. Introduction
West Berkeley as Economic Engine for Berkeley

West Berkeley is one of the key economic areas of Berkeley, and has been so since the city was founded. Berkeley's history is unique in that the city was formed by a merger of 2 communities—campus-based "Berkeley" and "Oceanview" or West Berkeley. Even then, West Berkeley was beginning to develop as an industrial center, although stronger growth would occur after the turn of the century. Today, West Berkeley has some 1/4 of jobs in Berkeley, while UC and LBL have roughly another 1/4 (Downtown has perhaps another 15% of jobs, the rest are scattered).

West Berkeley clearly has unique economic elements within Berkeley. It is the city's only manufacturing center. It is where major "biotech" firms— some laboratories, some manufacturers—have located. It is Berkeley's leading regional retail area—with the largest department store (Whole Earth Access), 2 large auto dealers (Weatherford BMW and McNevin Cadillac), and major specialty retailers (e.g. REI, Nature Company, Amsterdam Art). These elements can all fairly be thought of as key to Berkeley's economic "base."

Some analysts describe the economic functions of firms and areas as providing jobs, goods and services, and tax revenue. The firms which fulfill one of these municipal needs may not fulfill others. After reviewing the overall economic mix in West Berkeley, this background section will look at West Berkeley as job provider, as goods and services provider, and as tax base.

2. The Economic Mix in West Berkeley

Before considering West Berkeley's roles as employer, goods and service provider, and tax revenue generator, we must first note what economic activity is there. The geography of these firms is discussed in the Land Use Element. More detail on the subsectors of West Berkeley's broad sectors is provided in the Goods and Services portion of this Background discussion.

Table 1 demonstrates both the mix and the evolution of the West Berkeley economy. Manufacturing remains the largest sector, with 33% of employment, despite a sharp decline in the 1980's. City data suggests that the sector stabilized at least somewhat at the end of the 1980's. The related field of wholesale trade was more robust, adding jobs to reach 1,173 (about 7% of the total) in 1988, although there have been subsequent losses. Construction held about 9% of employment, transportation and public utilities 3%.

Remaining jobs were in "white" and "pink" collar sectors. Retail trade nearly doubled the number of stores, and close to tripled its number of workers to reach 17% of the workforce[1]. Similarly spectacular have been the increases in services, especially office-based services. These office-based services—in West Berkeley primarily business services, and engineering and management services—now constitute virtually 20% of area employment. Local greens might note the nurturing of 5 agricultural establishments in heavily industrial West Berkeley.

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[1]It is important to note that this table is based on zip code 94710, and therefore excludes San Pablo Ave and includes the Marina/Waterfront. However, many San Pablo Ave. retailers would not in any case be included in County Business Patterns—the source of this data—because they do not have "payroll."

Table 1

The Sectors of the West Berkeley[1] Economy - 1981 and 1989

Sector	1981 Businesses	1981 Employees	1989 Businesses	1989 Employees	1981-89 Change in employment
Agriculture	2	8	6	36	+350.0%
Construction	41	932	54	1,400	+50.2%
Manufacturing	133	7,833	130	5,199	-33.7%
Transportation & Public Utilities	15	408	20	476	+16.6%
Wholesale Trade	69	994	88	1,173	+17.9%
Retail Trade	51	967	97	2,614	+170.3%
Finance, Insurance, Real Estate	17	132	19	132	0
Services	117	2,302	204	4,677	+103.2%
Office Based[2]	68	943	140	3,103	+227.7%
Other[3]	49	1,359	64	1,574	+15.8%
Unclassified	24	75	47	134	+78.7%
TOTAL	**469**	**13,661**	**665**	**15,911**	**+15.9%**

Source: County Business Patterns, Computer Run for Berkeley

[1]West Berkeley is defined in this Table as Zip Code 94710, which excludes San Pablo Ave. addresses, and includes the Marina/ Waterfront.

[2]Office based services are business services, legal services, social services, membership organizations, miscellaneous services, and 1/2 of health services.

[3]Other services are hotels, personal services, auto repair, miscellaneous repair, movies, amusement and recreation, educational services, museums, and 1/2 of health services.

To get a view of the leading businesses, the distribution of larger firms should be considered. West Berkeley in 1989 reported 54 businesses with 50 or more employees, over 40% of the total number citywide (125). Although they represented less than 9% of the businesses reported, the 54 biggest West Berkeley firms had some 58% of West Berkeley employment. The largest number of 50 or more employee businesses—19—were found in manufacturing (apparently representing over 70% of manufacturing employment), but all other sectors except agriculture had such firms.

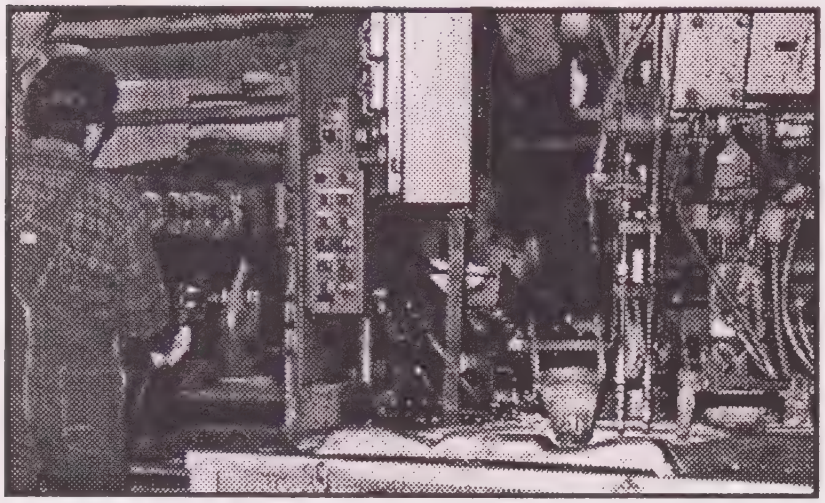
3. West Berkeley as a Place of Employment

Because of the wide variety of sectors active in West Berkeley, there is an equally wide range of occupations there. West Berkeley businesses provide good quality blue collar jobs, highly skilled white collar jobs, and the low- wage jobs often referred to as "pink collar." This section of the report will review wages, unionization, and "minority" hiring in manufacturing, services, and retail respectively.

a. Jobs in Manufacturing

Manufacturing, as discussed above, continues to be the largest sector in West Berkeley. Wages and benefits in manufacturing are generally good, and many of the larger firms are unionized. Most of the jobs in manufacturers are classified as "production and related", generally not requiring formal education, although sometimes requiring significant on the job learning. As of the end of 1989, the average annual pay for a manufacturing employee in metropolitan Oakland was $32,945. On the high side, among sectors represented in Berkeley were chemicals at $39,134 in average annual pay; scientific instruments at $37,297 and primarily metals at

$35,921. Towards the low end are printing at $24,307; miscellaneous manufacturing at $21,882, and apparel at $15,194. Falling in the middle were electrical machinery at $29,839 and fabricated metals at $33,221. Individual firms of course vary.



The extent of unionization is significant, because unionized jobs generally pay better and provide better benefits. In West Berkeley, most heavy manufacturing workers, and some light manufacturers, are covered by union agreements. There are at least 20 manufacturers in West Berkeley, with a total of some 1,900 jobs, which are unionized.[1] In some cases, almost all jobs at the site are under union contracts, in other cases less than half. Miles, Pacific Steel Castings, and Emerald Packaging are among the unionized firms. The Business Outreach Survey found 26 other firms, with some 1,350 employees. The non-unionized firms tended to be in sectors such as food processing, machinery, and scientific instruments; they also tended to be smaller.

Manufacturing has a generally weak record of Berkeley resident hiring. Sector-wide, only some 20% of Berkeley manufacturing employees are Berkeley residents, compared to just under 40% for Berkeley workplaces for a whole. Individual companies vary widely—while several food processors reported 50% or more Berkeley resident employment, other companies reported 10% or less resident employment. A number of manufacturers are working with the First Source program and may improve this record. There is clearly a Berkeley workforce needing manufacturing jobs—almost 1/3 of the unemployed registering at the Berkeley EDD office were in "blue collar" occupations most likely to appear in manufacturing or wholesaling. The proportion of Non-White workers in Berkeley manufacturing (Outreach companies) was 43%—higher than any sector except retail.

b. Jobs in Advanced Services

We noted above that West Berkeley's services tend to have high technical content, like Business Services, and Engineering and Management. These sectors tend towards high-paying jobs which require higher education on the one hand, and clerical jobs on the other. Business Services, which has a high proportion of clerical workers, had an end-1989 annual average pay of $21,109, some 2/3 of the manufacturing average. But Engineering and Management—where over 60% of the workforce is professional and technical—had an average pay of fully $38,651, just behind chemicals.

Virtually no service firms in West Berkeley are unionized—

[1]There is no central database of what companies are unionized and what companies are not, thus information must be gathered on a firm by firm basis. While we have attempted to identify all the unionized firms, there may well be other unionized manufacturers.

most tend to be extremely small. One notable exception in health services to both rules is the very large Kaiser Permanente facility.

There is not reliable data on what proportion of West Berkeley service employees live in Berkeley. Citywide data from the 1980 Census (parallel 1990 data is not yet available) indicated that 36% of business and repair services employees live in Berkeley, slightly under the workforce wide average. For professional services (including engineering and management), the figure was 44%. However, this figure is perhaps inflated by the high proportion of University staff who live in Berkeley. Many of the unemployed may find jobs in Advanced Services—over 40% of the Berkeley unemployed were in professional, technical, or clerical occupations likely to be found here. Data is not adequate to assess the racial composition of the West Berkeley advanced services workforce specifically but it appears that the professional element of it is disproportionately White. For example, as of 1980 in Alameda County as a whole, engineers, managers, and architects were 74% non-Hispanic White.

c. Jobs in Retail

Retail trade has been expanding in West Berkeley. Unfortunately, retail trade jobs generally pay poorly and provide poor benefits. The Department of Labor, for example, characterizes retail jobs as having a high growth rate, but very low wages, high unemployment rate, very high "separation rate" (turnover of employees) and a very high percentage of part time workers. The retail-wide end of '89 average annual pay was $16,239. Best paid were salespeople at auto dealers—$26,981, and at building materials stores— $20,549. Below average pay was found at restaurants—$9,772; and in miscellaneous retail at $15,663. With the exception of a few large restaurants like Spenger's, West Berkeley retailers are generally not unionized (in retailing, supermarkets and conventional department stores are most unionized).

The proportion of residents in retail employment—37% is tyypical for the Berkeley employed labor force as a whole. Only 4% of the Berkeley unemployed were in sales, the most characteristically retail field, but there may be candidates in other occupational groupings. Retail employment was heavily minority—46%. A high proportion of young people also work in retail jobs.[1]

4. Goods and Services from West Berkeley

West Berkeley provides a broad range of goods and services to customers, both at retail and as producer products for wholesalers, manufacturers, and other businesses.

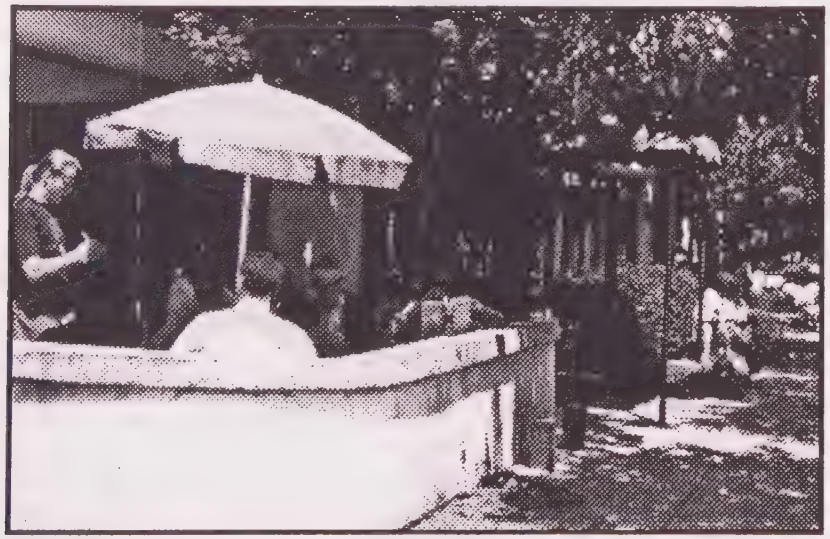
a. The Bazaar—West Berkeley Retail
Regional Retail—The Broadest Selection

West Berkeley has the broadest range of retail stores of any area within Berkeley. The Standard Industrial Classification (SIC) recognizes 63 types of retailers, 48 of which (or 76%) exist in West Berkeley, more than in any other Berkeley shopping district. Usually these retail types are represented in West Berkeley by more than a lone outpost. The SIC groups its specific retail types into 8 major retail groups—Building

[1]One small but growing employment type in West Berkeley occurs in live-work spaces, which now house a wide occupational range, beyond their original artist-craftspeople tenants. The work done in these spaces, generally by self-employed people, cuts across the spectrum from manufacturing to advanced services (although retailing is unusual, and generally not permitted).

Materials & Garden Supplies, General Merchandise (department and discount stores) Food, Autos and Auto Parts, Apparel, Furniture, Restaurants and Bars, and Miscellaneous Retail. West Berkeley has a significant proportion of Berkeley's sales in all these categories, except apparel, where it represents only 5% of Berkeley sales dollars. West Berkeley dominates building materials (81% of citywide sales) and general merchandise (74% of citywide sales). It has roughly half of autos (46% of citywide). West Berkeley sales range from some 1/3 to 1/5 of citywide in furniture, restaurants, and miscellaneous retail (food is discussed in the next section). West Berkeley also dominates auto repair (69% of citywide gross receipts), which is considered a service, but functions alongside retail. West Berkeley has 63% of the city's sales in sporting/outdoor goods.

The area also has a broad range of retail on other dimensions as well. West Berkeley stores are among the cheapest and the most expensive in Berkeley in areas such as home furnishings and apparel. There are also a wide range of



ethnically identified stores and restaurants, with a prominent group of Indian stores cohabiting with Arab/Middle Eastern, Japanese, Mexican, and African- American enterprises. These businesses often attract a more regional clientele than would otherwise come to (for example) a food store.

Table 2--**West Berkeley's Largest Retailers** (by employment), 1991

Company	Goods Sold	Employees
Spenger's Restaurant	Fish dinners	198
Whole Earth Access	General merchandise	175
REI	Outdoor clothing	135
Truitt & White	Lumber	110
Amsterdam Art	Art supplies	94
McDonald's	Cheeseburgers	60
Bette's Diner	Breakfast, lunch	50
Rubber Stampede	Rubber stamps	50
McNevin Cadillac	Cars	49
Nature Company	Miscellaneous goods	40

An emerging element of West Berkeley retailing is stores which wholly or partially focus their appeal to customers around the environment. There are stores which offer a range of goods which have been checked for their environmental appropriateness, while others seek to provide environmentally sound goods in a given sector. Analysts suggest that this type of retailing is likely to have growing appeal in the future.

b. The Workshop—
Producer Goods from West Berkeley Manufacturers

West Berkeley manufacturers are also in a sense "shopped" at, though typically by other businesses, rather than retail consumers. Berkeley's manufacturers are too diverse to occupy a particular niche in the business- business market. However, Berkeley clearly represents a city in which specialized, sometimes technically sophisticated, often custom ordered products, rather than mass produced ones, are made.[1] It is also part of the large Alameda County manufacturing "complex" whose overall employment levels were generally stable through the 1980's and early 90's (Alameda County is California's 5th largest manufacturing county).

[1]This general characteristic probably bodes well for the economic future of Berkeley manufacturers. Analysts of American manufacturing argue that to compete in the future, manufacturers in general will need to learn to produced specialized "niche" products, as many Berkeley manufacturers are already doing.

Most West Berkeley manufacturers do not make consumer products directly for the public. There are of course important exceptions to this rule, (especially in the food processing sector)— outdoor equipment from North Face, sake from Takara Sake, and energy bars from Powerfood are among them. Other West Berkeley products are used by contractors in construction, such as concrete from Berkeley Ready Mix and lighting fixtures from Peerless Lighting. But most typical are A&B's die castings for manufacturers, Flint Inks for printers, PQ's salts for soap-makers.

Table 3 -West Berkeley's Largest Manufacturers (by employment), 1991

Company	Goods Produced	Employees
Miles Inc.	Pharmaceuticals	686
North Face	Outdoor Equipment	445
Pacific Steel Castings	Steel Castings	300
Xoma	Pharmaceuticals	250
Flint Ink (Cal Ink)	Printing Ink	144
Peerless Lighting	Light Fixtures	130
De Soto Inc.	Coatings	113
Andros Analyzers	Gas analyzers	110
Permanente Medical Group	Eyeglasses	94
Macaulay Foundry	Iron	93

Berkeley manufacturers' markets are typically regional and national. Slightly under half of Berkeley manufacturers interviewed in the Business Outreach Survey said their primary markets were found within Northern California. In a few cases (PQ, Asphalt Products Oil Corp.) the manufacturers are

branches established to serve the Northern California market. No companies saw Berkeley itself as their primary market, and there were distressingly few links between Berkeley based manufacturers (some firms saw opportunities to expand Berkeley sales). Silicon Valley was an important market for some, as was the industrial East Bay in general.

Roughly 1/3 of manufacturers served the national market. A number of these firms said that they did secondarily serve international markets, but only 3 firms (of 48 surveyed) saw their primary market as international. Firms with an international presence tended to be in "higher tech" sectors such as chemicals, machinery, and instruments. One reason for the relative lack of international activity by Berkeley manufacturers may be their comparatively small size vis-a-vis multinational firms.

Businesses of course buy wholesale products from wholesalers as well as directly from manufacturers. West Berkeley has approximately 100 wholesalers, who sell goods in 37 different categories. They are overwhelmingly small— with the departure of Bookpeople, no wholesaler has more than 50 employees (3 book wholesalers do remain). Direct data for comparing Berkeley wholesale trade with other communities is not available, but it does not appear that Berkeley has a strong specialization within this sector.

c. The Back Office— West Berkeley as a Provider of Services

As noted above, West Berkeley has increasingly added an office-based services component in recent years. West Berkeley now has slightly over 1/4 of Berkeley's private sector employment in office-based fields—such as business services, architecture and engineering, and legal services.

West Berkeley has not develop a clear specialization in services, unlike other sectors. On a regional level, Berkeley does not have a strong share of office-based services[1], with the partial exception of gaining 14% of Alameda County receipts in computer services. This suggests, but does not prove, that much of the market for Berkeley service firms is within Berkeley (an alternative explanation is that Berkeley, for whatever reasons—perhaps the Berkeley residence of firm proprietors—has a certain share of region-serving firms).

Within Berkeley, West Berkeley's strongest performance is engineering and management services, where it gains almost half of citywide gross receipts. This category includes, among other things, architectural services, engineering services, and freestanding laboratories. West Berkeley has about 1/4 of citywide receipts in business services, which includes such fields as computer services (among them software), graphics services, and advertising. West Berkeley's share of those subfields does not exceed roughly 25%.

[1]Where Berkeley is strong relative to Alameda County within the service sector is in movies (23% of County receipts) and hotels (also 23% of County income), neither of which are strong in West Berkeley.

Table 4--**The Largest Service Firms in West Berkeley** (by employment), 1991

Company	*Services Provided*	*Employment*
Permanente Medical	Medical laboratory, other	410
Gannett Outdoor	Billboard creation	104
Engineering Sci.Ass.	Architecture/planning	72
General Parametrics	Software	71
Ecole Bilingue	School	60
Fantasy/Prestige/Miles	Records	59
Innovative Interfaces	Software	45
Gazette Press	Direct mail marketing	34
Custom Process	Photo Processing	33
Cygnet Technologies	Research laboratory	28

5. The Revenue Functions of West Berkeley—West Berkeley as Tax Generator

From a city government perspective, one of West Berkeley's key contributions is to City revenues. City government finances have become increasingly constrained due to Proposition 13 and state and federal cuts in aid to cities. Thus California cities have been forced to increasingly "fiscalize" their policies. This section explores the revenue contribution of various forms of economic activity in West Berkeley.

It must be acknowledged at this point that direct tax revenues are not the only economic contribution to the City that businesses make. Two other forms of contribution—which ultimately lead to City tax revenue—are the impacts of employee spending and the "multiplier" effects of business spending for other businesses in the community. Unfortunately, available information is inadequate to quantitatively estimate these impacts. West Berkeley employees undoubtedly spend money on lunches and other goods. However, given the relative dispersal of West Berkeley employees—compared to a compact employment district such as Downtown Berkeley—it is difficult to accurately estimate how much they spend. Parallel problems arise with multiplier effects of business a buying from business b, which in turn buys goods or services from business c, etc. Given Berkeley's small size, and the lack of linkages (at least in goods purchases) between West Berkeley manufacturers, Berkeley may not be receiving the full benefit of presumed multipliers.

The comparison of these impacts between sectors yields mixed results. Advanced Services firms tend to have the employees with the highest overall wages/salaries (see pp.4-6 for sectoral wage data), thought to contribute heavily to retail and restaurant spending. However, in manufacturing, wages are highest for the broadest spectrum of workers. Retailers generally pay the lowest wages, but often seek to stimulate spending by providing employee discounts. Regarding multipliers, construction and manufacturing generally have the greatest multiplier effect, but there is the difficulty of capturing these in Berkeley.

a. West Berkeley's Contribution to Various Taxes

Returning to taxes, there are 6 key taxes which support the City of Berkeley's General Fund (the funds over which the City has the most control). These are, in order of funds generated:

Table 5 **Contribution of Various Taxes to General Fund, 1991-92**

Property Tax—contributes	39% of General Fund
Sales Tax—	22% of General Fund
Utility Users Tax—	17% of General Fund
Business License Tax	11% of General Fund
Property Transfer Tax	6% of General Fund
Transient Occupancy Tax	3% of General Fund

It should be noted that the property tax is divided among a number of taxing agencies (e.g. Berkeley Unified School District, Alameda County, etc.). Concerning sales tax, the City gets .95c from each dollar of taxable sales (which generates total sales tax for all agencies of over 7c). The discussion in this report concerns only the tax revenue received by the City of Berkeley

The percentage of revenues generated in the West Berkeley Plan area varies greatly for each of these taxes. The City does not keep official statistics on taxes generated by area, these figures represent estimates with available data. **Table 6** outlines the basic information. It appears that West Berkeley generates approximately 10% of citywide property tax revenue.[1] This relatively low percentage is in part explained by the relatively low turnover (compared to homes) of West Berkeley commercial properties, thus keeping the assessments down under the Proposition 13 system.

West Berkeley's largest contribution comes in sales tax, where it represents some 40% of citywide revenue. West Berkeley has some 33% of citywide retail sales dollars, according to the City's business licenses. But some 20% of Berkeley's taxable sales come in business to business transactions. These include sales of electronic equipment, chemicals, software, metal products, and other items. Based on an analysis of detailed taxable sales data from the Board of Equalization, it appears that West Berkeley accounts for some 67% of these sales in Berkeley. Thus, sales from sectors such as construction, manufacturing, wholesaling, and health services make up 1/3 of the over $4 million in sales tax generated. We estimate that West Berkeley generates 20% of utility users tax revenues, based on citywide estimates of how much of the utility users tax residents and businesses respectively pay. However, West Berkeley has many of the City's energy-intensive businesses—such as certain manufacturers. If data becomes available on energy use by business type, it may be possible to reanalyze this question.

The other taxes provide a less important contribution from West Berkeley. The slow rate of West Berkeley property transfers—depressing that revenue— has been noted above. Berkeley's major hotels, including the Marriott, are outside the West Berkeley Plan area, limiting that revenue.

Table 6 **Estimated West Berkeley Plan Area Contribution to Major Taxes, 1991-92**

Tax	*Citywide Projected Revenue*	*West Berkeley Estimated Share*	*West Berkeley Estimated Revenue*
Property Tax	$ 19,001,725	10%	$ 1,901,725
Sales Tax	$ 10,618,200	40%	$ 4,247,280[1]
Utility Users Tax	$ 8,502,000	20%	$ 1,700,400
Business License Tax	$ 5,565,000	29%	$ 1,613,850
Property Transfer Tax	$ 2,935,000	5%	$ 146,750
Transient Occupancy Tax	$ 1,664,000	10%	$ 166,400
6 Tax TOTAL	**$ 48,285,925**	**20%**	**$ 9,776,345**

[1]Includes both retail sales and other taxable sales

[1]The most recent data on assessed value come from the Redevelopment Expansion Feasibility Study, which indicated that West Berkeley's total assessed property value was $304.5 million. At that time, 1986-87, the Citywide total was $2,966 million. Regarding later change, West Berkeley has had faster economic growth than the city as a whole (tending to increase its share of property tax) but properties there turn over more slowly than in the city as a whole (slowing reassessments and tending to decrease West Berkeley's share.

b. Relative tax importance of Various Sectors

The information above demonstrates the overall importance of the West Berkeley Plan area in City tax collections. But a more "micro", site specific, view is also important. Without looking at all West Berkeley companies, this can most easily be constructed on a sectoral basis.

Table 7 shows the estimated City revenue (including special taxes and assessments)[1] derived from a square foot of new construction for various sectors. It should be emphasized that the table is based on prototype revenues, drawn from prototype property values, retail sales, and utility usage of actual cases where available, and general data where not. Other situations in the same sector may vary. The table represents new development- -the far greater amount of existing development will usually generate substantially less. This is primarily because the property taxes on existing buildings are based on assessed value as of 1978 or the most recent sale, whichever was later. Thus property taxes for a given type of property within West Berkeley (and throughout California) vary wildly.

Not surprisingly, given the key role of the sales tax in West Berkeley, retail is the most lucrative sector for the City. A successful West Berkeley retailer could generate $3.42 in City tax revenue per square foot per year. Fully $2.38 is from the sales tax. It should be noted that this revenue assumes a quite successful retailer, with (taxable) sales of $250 per square foot. If sales per square foot are lower, sales tax revenue to the City is reduced. This level of sales per square foot (or an even higher one) is not uncommon in the interior West Berkeley commercial areas.

Laboratory "R&D" and heavy manufacturing provide similar revenues, but through different taxes. The manufacturers' heavy use of energy is reflected in the 23c per square foot of utility users tax, a tax where the R&D impact is modest. Conversely, the R&D user contributes 19c per square foot in business license tax on its landlord on the rents it pays, while the heavy manufacturer contributes none, since it owns its' site. These tenures are typical in Berkeley for these sectors.[2] While we did not develop a prototype for conventional office use, it should be broadly similar to laboratory R&D.

Light manufacturing is a weaker revenue producer. Its facility requirements are less demanding than heavy manufacturing or R&D, therefore lowering the cost of and thus the property tax derived from its buildings. Light manufacturing also tends to use less energy. This prototype case was an owner occupant firm, but there are tenant light manufacturers whose rents generate property owner business license tax revenue. It should be cautioned, however, that varying light manufacturers have very different levels of investment in plant and equipment, and thus varying tax levels.

Table 7 **W. Berkeley Estimated Direct Tax Revenues per Square Foot of Added Space**

Tax Source	*Heavy Manufacturing*	*Light Manufacturing*	*Laboratory/ "R and D"*	*Retail*
Property Tax	.31	.20	.38	.26
Special Taxes & Assessments	.21	.21	.23	.23
Sales Tax	.19	.19	.19	2.38
Business License Tax				
Business	.27	.05	.14	.30
Landlord	.00	.00	.19	.19
Utility Users'	.23	.16	.05	.06
TOTAL	**$ 1.21**	**.81**	**1.17**	**3.42**

[1]Special tax and assessments are paid to the City for specific purposes, such as streetlighting, or public schools. They are not part of the General Fund.

It should be noted that some firms may make extraordinary investments in plant and equipment, thus increasing property taxes. For example, City staff has estimated that Miles' expansion, if approved, would generate some $4 per square foot in tax revenue (a higher level than the retail prototype above), in addition to its other mitigation payments. This is because of the massive plant and equipment expenditures Miles proposes. Other biotech and chemical firms could also have large expenditures.

6. Advantages and Disadvantages of Doing Business in West Berkeley

In assessing how West Berkeley is likely to evolve and grow as a business center, its advantages and disadvantages as a business locale must be analyzed. Some of the issues can be viewed in strictly financial terms—what is the cost of doing business in West Berkeley, while others are more qualitative—e.g. perceptions about the community's attitudes. This analysis was developed both by staff and by the Economic Development Subcommittee of the West Berkeley Plan Committee.

a. A Creative "Town" in the Heart of the Bay Area—Advantages of West Berkeley

West Berkeley's advantages center on its character as a dynamic, innovative center in the heart of the Bay Area. The Business Outreach Survey asked firms (mostly manufacturers) what they thought the advantages and disadvantages of doing business in West Berkeley are. Advantages they cited included the centrality of West Berkeley to the Bay Area and the strong availability of skilled labor here. Indeed, Miles Inc., in explaining why it wishes to concentrate its biotech operations in Berkeley cited the large number of biotech companies and personnel located in Berkeley and the Bay Area.

Access to the University is an important part of the attraction. Berkeley's cosmopolitan population was seen as a plus by some. In this same vein, the innovative, sophisticated image of Berkeley made Berkeley a "good address" for scientific instrument makers, specialty food processors, publishers, and outdoor wear firms. A view of Berkeley as a "clean, environmental city" with enlightened business leaders helped attract like- minded firms. For smaller firms of many types, Berkeley is a good place to "incubate"—start up a grow in "a fertile entrepeneurial environment." The amenities of the city, such as restaurants, are also an advantage in getting and keeping firms in West Berkeley. Berkeley's amenities and its **tolerant atmosphere** make Berkeley a place many employees enjoy working.

Office users also enjoy the accessibility, amenities, and to them "funky" image of West Berkeley. The mix of uses is part of the cultural appeal. Office users find rents lower and parking easier than in Downtown Berkeley and some other office locales.

Berkeley has both comparative advantages as against other cities in the region, and advantages it shares with them. Berkeley's unusual combination of a "smaller city" flavor with a dynamic urban economy appeals to many. Berkeley is safer from crime than Richmond or Oakland, 2 cities which businesses often compare Berkeley against. Berkeley's relatively modest size (10th in population among Bay Area cities) makes its City government more accessible than in larger cities like San Francisco. The Business Outreach Survey and follow ups to it by the Community Development Department have opened lines of communication with business. The West Berkeley Plan itself (and perhaps now the Miles Development Agreement) stand as positive examples of how business, the City, and various community groups can come together to make decisions that provide planning frameworks. Berkeley shares a well- developed infrastructure with the Bay Area (as against more rural areas where roads, water lines, etc. must be built for each plant, at significant cost).

b. The Price of Entry—Disadvantages of West Berkeley

The disadvantages of West Berkeley as a business locale center on the real and perceived costs of doing business—in time, money, and real or perceived community hostility. In the Business Outreach Survey, the lead negative was "anti-business" attitude on the part of the City and/or citizens, even though most surveyed firms had no complaints about specific City services or processes (these comments were not a reference to taxes, as only 3% of companies singled those out as an issue). Instead, many businesses—manufacturers in particular—felt that the community did not recognize their value. An equally important negative was transportation and congestion—an ominous note (but one shared with much of the region) given the strong possibility of worsening conditions on I-80.

Economic factors did appear in the survey—11% of companies surveyed cited land cost and availability as the biggest disadvantage of doing business here. Average listed Berkeley industrial rents range from 8-27c (all rents converted to industrial gross) higher than in other East Bay cities, depending on the size of the space and the city (see Table 7 below). In general, rent differentials were greater for smaller spaces, than larger ones, although this was not always the case. These differentials reflect both higher pre-tax lease costs and higher taxes and assessments of some 3.5c per square foot.[1] Similarly, the maximum $2 per square foot in initial mitigations a manufacturer might be charged could cost as little as 2c per month under typical financing terms. Nonetheless, taxes, impact mitigations, and other fees can serve as an irritant to business. A separate, but related, problem is the difficulty that both manufacturing and advanced services firms have finding large sized spaces. Another problem for many firms was difficulty of obtaining qualified entry level workers, although not all had difficulties in this area.

[1]One sign of this cost problem is that a number of manufacturers and wholesalers, including a candy maker, a book distributor, and a household equipment distributor, have left Berkeley for other local cities, where they found industrial space more affordable.

Table 8: **Berkeley and East Bay Cities--Industrial Rents by Size-Class, 1992** (number of spaces in parentheses)

City	*0-9,999 sq.ft.spaces monthly rent/ sq.ft.*	*10,000-19,999 sq. ft. spaces monthly rent/ sq.ft.*	*20,000-49,999 sq.ft. spaces monthly rent/ sq.ft.*	*50,000 sq.ft. & larger spaces monthly rent/ sq.ft.*
Berkeley	$.64 (18)	$.46 (7)	$.52 (3)	$.30* (2)
Emeryville	$.44 (4)	$.31 (4)	$.30 (1)	$.27 (2)
Oakland	$.37 (21)	$.38 (8)	$.28 (9)	$.27 (5)
San Leandro	$.48 (14)	$.33 (9)	$.30 (13)	$.31 (5)
Hayward	$.44 (31)	$.37 (18)	$.35 (15)	$.30 (13)
Union City	$.56* (5)	$.30 (2)	$.29 (5)	$.29 (2)
Richmond	$.45 (5)	$.37 (2)	$.34 (2)	$.20 (1)

*All or a majority of listings from a single property.

Source: Oakland Multiple Listing Service

The Economic Development Subcommittee suggested some additional problems. Besides cost factors, they noted the difficult Use Permit process, which can be time-consuming and sets no priorities between permit applications. The perception that Berkeley is a difficult political environment with difficult approval processes, peopled by hostile activists, Commissions, and perhaps City staff and officials, was noted. They also noted the perception that Berkeley sets more stringent environmental regulations and enforces them more strictly than other communities, even though all are most often enforcing state law. It was noted that for some firms the mixed-use nature of West Berkeley is a very mixed blessing, bringing incompatible uses to their doorstep, as well as residents who might oppose their expansions. Berkeley also shares in the regional lack of affordable housing, despite the City's substantial efforts to deal with the problem.

III THE ECONOMIC FUTURE OF WEST BERKELEY

The West Berkeley Plan is a 15 year Plan for the economic, physical, and social development of West Berkeley. Projecting the likely economic future— and shaping it to the extent that an active local government can—is a difficult, but necessary, task. All projections should be understood as analyses of likely future development based on information available today, and thus inevitably limited.

Regional Context

The West Berkeley Plan proceeds in the context of the Association of Bay Area Governments' projections for the 9 County Bay Area—the only such set of detailed local area projections. The Bay Area can be seen as the economic context for (West) Berkeley development, although the region is of course influenced by state, national, and international factors. ABAG projects continued growth in the Bay Area until the year 2005, although at a slower pace than occured in the 1980's. ABAG's Projections 90 also projects that 3 broad sectors of the West Berkeley economy—manufacturing, services, and retail trade—will also grow. Regionally, manufacturing employment is projected grow 30% between 1990 and 2005, services 33%, and retail trade 32%. ABAG predicts that most manufacturing growth will be in sectors it labels "high technology"—electronics, computers, office equipment, and scientific instruments (with modest growth in remaining sectors). In services, it cites business services, along with legal services and architecture and engineering, as special growth areas.

ABAG projects similar growth patterns within Alameda County.[1] They project a 34% growth in manufacturing employment in the County between 1990 and 2005, a 30% in services, and a 34% growth in retail trade. "High technology" manufacturing is projected to grow from 32,000 to 58,000 employees in the County over the period, while other manufacturing grows very modestly from 59,000 to 64,000. In services, a business services cluster identified by ABAG, including business services as identified by the Standard Industrial Classification, legal services, and architectural & engineering services (or SIC codes 73,81, and 89) will garner 54% of growth.

Local Conditions

These projections, if accurate, set the framework for considering economic development in West Berkeley, but of course cannot precisely predict it. Development in West Berkeley is constrained by the available supply of land and buildings. Moreover, even with some 15,000 jobs, West Berkeley is a small enough area so that the performance of individual companies can make a substantial difference in the area's direction. This is particularly true in manufacturing, but there are some large retailers and office-based service companies as well. The development of specific geographic areas is important, particularly such retail concentrations as 7th & Ashby, University & San Pablo, and 4th & University. Nonetheless, some general projections can be made.

Future economic development in West Berkeley should be assessed both in terms of building development and economic activity by sector. Economic activity by sector is ultimately the more important and driving force, but building development gives the area its physical form and sets (or removes) con-

[1] Alameda County is a relevant unit of analysis because the County government is becoming more active in economic development, and because to a certain extent the County (excluding the Livermore Valley) forms an economic sub-region.

straints on economic activity.

In building development, the Preferred Land Use Concept projects an increase of some 2,100,000 square feet of occupied space over the 15 year Plan period. Some 600,000 square feet of this increase would come from reuse of existing vacant space, leaving 1,500,000 square feet coming from new construction. Major sites for development or reuse include UC's Harrison tract, Utility Body, and the Colgate site. It also projects retail additions throughout the commercial zone, primarily through conversion from other uses, and to a lesser extent from new construction. Linking these buildings to use types, the Concept projects that this space will be distributed as follows: a net addition of 210,000 square feet in manufacturing (with wholesaling); 1,360,000 square feet in office and laboratory uses, and 550,000 square feet of retail uses. It should be stressed that the manufacturing figure is a Net figure, the product of 575,000 square feet of new construction, 300,000 square feet of reuse of vacant space, and 665,000 square feet lost through conversion to other uses. These figures will be reanalyzed and refined in the Environmental Impact Report (EIR) on the West Berkeley Plan.

Sectoral Prospects

Manufacturing is likely to be in a stable to slow growth mode, when net gains and losses of employees are totalled. West Berkeley's role as a manufacturing center is set largely by the firms that are here, since manufacturers do not move easily, but West Berkeley manufacturing is also characterized by technical and product innovation. National scale manufacturers have largely left the city, leaving less footloose locally based firms. Few recent Berkeley plant closures have been due to business failures, a trend which will hopefully continue. However, some firms unable to find (affordable) expansion space—ideally space adjacent to existing sites—are likely to continue leaving. The projected growth in manufacturing assumes that the City places a priority on retaining existing manufacturers and facilitating their expansion, as the West Berkeley Plan calls for. These expansions, rather than attraction of new companies into the city, will almost certainly be the main source of new manufacturing jobs (one potential source of relocated manufacturing jobs is printers leaving San Francisco).

The most dramatic example of expansion should occur at Miles/Cutter, where the City and the company have agreed to a 30 year development plan for the 25 acre site. Peerless Lighting and North Face are other examples of large manufacturers who plan to add jobs in Berkeley, the latter after having initially planned to largely leave the city. Most manufacturers polled in the Business Outreach Survey stated that they planned to add jobs. Certainly, company by company factors concerning markets for the company's products, site conditions (including expansion possibilities) and costs, management plans for the company, and others will affect these expansion plans over the long run.

Biotechnology could be a growth area for Berkeley manufacturing, if local companies can successful develop and prove the safety of their products. Miles and Xoma are large existing "biotech" firms, perhaps their presence, the presence of the University, and the presence of similar firms in the East Bay "Biotech Corridor" will attract new producers. Among sectors highlighted by ABAG, Berkeley has a strong presence in scientific instruments, with firms also in electronics and industrial machinery. Thus, in Berkeley, as in the region, "high tech" manufacturing will continue to grow as a proportion of total manufacturing, but "traditional" manufacturing will remain as well.

The broad services sector is likely to continue growing significantly. One of Berkeley's economic roles as a city—with a strong contribution from West Berkeley firms—is as a reservoir of brainpower and artistic talent for the East Bay, the Bay Area, and to some extent an even larger area. Business services as defined by the Standard Industrial Classification are strong in West Berkeley, particularly in graphic arts and software writing. In terms of overall growth (or decline), the specific fates of individual firms are least important in this sector, since it is composed of many (mostly) small firms (Kaiser Labs, with hundreds of service sector employees in Berkeley, is a glaring exception to this rule). West Berkeley and other parts of Berkeley have numerous small software companies, to some extent as a result of the presence of the University and of a major software research institute. In the past, some of these firms have left Berkeley if they got large, but the potential for office developments at such sites as the University's Harrison Tract may make it easier for them to remain in the future. Architectural and engineering services—also part of ABAG's services growth cluster—are also strong in West Berkeley and likely to remain so. Berkeley is also a likely site for the expansion of research laboratories, particularly in association with—or as a precursor to—biotech manufacturing. Other services, most notably auto repair, are not likely to grow and may even shrink as competition for commercial sites increases.

Retail trade should also expand in West Berkeley over the Plan period. While Berkeley is narrowing the gap, it remains "understored" in sales dollars per capita (in most retail sectors) compared to other Alameda County or Bay Area cities. Paradigmatic West Berkeley retailers seek to project images of creativity, technical sophistication, supportive service, and environmental concern. The key assumption allowing West Berkeley to grow as a retail area is reasonable traffic flow on I-80.[1]

West Berkeley's current strength as a regional retail area is marked by the entrance of Orchard Supply Hardware and the expansions of Whole Earth Access and Weatherford BMW. The 4th & University area also has potential for added regional retail (much of it in smaller shops), particularly if a train station and parking structure are added. If San Pablo Ave. retail nodes (e.g. San Pablo & University, San Pablo & Dwight) can be strengthened, as the Plan hopes, both neighborhood and regional serving retail can be developed at these locations. The many ethnically identified retailers along University and San Pablo Aves. should prove to be a source of strength, as the population of the East Bay continues to grow more diverse. There is less basis to predict an expansion of purely neighborhood serving retail, although the City can attempt to foster it. On San Pablo Ave., Walgreen's is building 2 drug stores, a classification generally considered to be neighborhood-serving, although on a scale which suggests a somewhat broader clientele.

[1]A major intensification of traffic congestion on the Freeway could also drive away manufacturers, who cite the Freeway as an advantage of their Berkeley location.

IV THE ECONOMIC RATIONALE OF THE WEST BERKELEY PLAN

a. The Rationale Overall

The fundamental economic goal of the West Berkeley Plan is to maintain a sectorally mixed economy in West Berkeley. Maintaining such a mix in West Berkeley is critical to maintaining it in the city as a whole, because of both the size and the sectoral mix of the West Berkeley economy. West Berkeley houses some 1/4 of total Berkeley jobs, and the great bulk of its manufacturing, wholesale trade, and transportation/public utilities jobs. By seeking to keep manufacturing, services (particularly advanced services) and retailing all healthy in West Berkeley, the city can reap the benefits provided by each sector (which are discussed below). The city can also avoid the dangers of dependence on too narrow an economic base, which is more vulnerable to sudden collapse. This rationale provides the basis for making the projections of West Berkeley's Economic Future which follow, since projections can only be made in the context of assumptions about policies. As noted in the Strategic Statement, jobs, goods and services, and tax revenues are the 3 key City goals in economic policy. In general, different businesses and different sectors are superior at generating one than the other. Economic development policies are also of course framed by the City's environmental and physical policies. The City's economic policy must seek to create and maintain jobs for its citizens, most importantly for its citizens who would have the most difficulty obtaining jobs. The City should seek to assure the availability of needed goods and services for its citizens, which also is typically most difficult for the poorest citizens. City government should strive for adequate tax revenue to provide City services.

The City's economic policy must also strike a balance between working within market, environmental, and physical realities on the one hand, and guiding and regulating economic actors to achieve City goals on the other. A policy not grounded in market and other realities would be quixotic, while a policy which passively followed dominant market forces would not necessarily achieve City economic or environmental goals (and would not require a Plan). The City also generally seeks to retain existing businesses, in all sectors. It is almost always more difficult to attract a new business than retain an existing one, and there is almost always time (and thus tax revenue and wages) lost until a site is reused by a new business. The greater the number of employees or the capital investment on a site, (generally) the greater the lag. Maintaining the economic mix requires active City intervention to support the retention of manufacturing plants. In the absence of supportive land use policy, and other support for manufacturing, West Berkeley would tend to "deindustrialize" over time, with manufacturing facilities and jobs moving elsewhere. While support for advanced services and retailing is also important, these sectors are generally supported, rather than threatened, by market developments. Thus, the policy structure for these sectors should be different. We now turn to the reasons for supporting manufacturing, advanced services, and retailing in turn.

Manufacturing provides several benefits for the City and its residents. While some manufacturing jobs—particularly in "biotech"—now require more advanced skills, manufacturing still provides the best combination of jobs accessible to the less educated with good wage levels. Manufacturing historically has hired people who have difficulty being hired elsewhere, most notably Black and Latino men. Manufacturing also has higher "multiplier" effects—that is generates other local economic activity because of the inputs it uses—than other

sectors. Thus, while the direct tax generation of non- biotech manufacturing is often (although not always) lower than other sectors, the multiplier effect leads to more economic activity and thus tax revenue. For biotech manufacturing the rationale is somewhat different—stronger on tax revenue creation, but probably weaker on hiring of the lesser skilled (although in the particular case of the Miles Development Agreement, policy seeks to draw more residents in). Supporting manufacturing in West Berkeley is typically a retention activity, on sites which in some cases would be costly and difficult to reuse.[1]

[1]On a regional level, the Bay Area Economic Forum (formed by the Association of Bay Area Governments and the Bay Area Council, which represents major Bay Area businesses) makes a strong case for the importance of retaining manufacturing. In The Bay Area—A Region At Risk in a section entitled "Why Manufacturing Matters" they argue in part: "... Because service industries have generated so many jobs, and shown higher productivity than most traditional industries, it's easy to dismiss manufacturing as an activity that is inevitably declining and may be expendable anyway. That would be a mistake—especially in the Bay Area, where high-tech manufacturing has been so integral to our economy. Lately the region has been losing some manufacturing operations to lower-cost areas, and while that is natural in a maturing economy where land supplies are tight, the regional economy would be ill- served by policies exacerbating the trend.

"The most obvious reason is the linkage of manufacturing to jobs in other sectors. Many of those highly-paid jobs that show up in the services sector are in fact dependent on high-tech production operations. High-tech manufacturing also has a high export quotient, meaning that much of the income it generates is new wealth brought here from other parts of the globe."

Loss of manufacturing jobs in Berkeley can have region-wide impacts. When manufacturers leave Berkeley, they sometimes move to Hayward or Richmond, thus remaining within the regional economy and labor market. In other cases, however, they migrate to other parts of the state or out of state, damaging the whole regional economy.

Perhaps the strongest benefit from advanced services (e.g. software preparation, research laboratories, architecture & engineering) come from the high salaries paid to the professional element of its workforce. These wages should generate daytime spending in West Berkeley, and perhaps elsewhere in the city. The support element of the service workforce (clericals, janitors, etc.) do not of course generate such high wages. In direct tax revenue, advanced services occupy an intermediate place—higher than many manufacturing activities, but lower than retail. Certain kinds of advanced services (e.g. research laboratories) can lead to the creation of new companies with new products or services ("spinoffs"), which might be produced in West Berkeley. To date, this process has not been widely documented for West Berkeley. Market forces at this time seem to strongly support the development of advanced services in (West) Berkeley, particularly in small companies.

Retail trade's strongest suit from an economic policy standpoint is its tax generation, well above any other sector. With the sales tax currently providing between 1/5 and 1/4 of the City's hard-pressed General Fund, this quality is quite important. Retailing also provides needed goods, although much West Berkeley retailing is in specialized goods, rather than daily necessities. "Neighborhood" oriented retail—food stores, hardware stores, drug stores—which is relatively weak in (comparatively) low density, low income West Berkeley, most directly satisfies these needs. This weakness is mos pronounced in the poorer, southern part of West Berkeley. On the other hand, West Berkeley has shown clear strength as a regional retail center. "Interesting" retail as a city amenity can also be an attraction for various types of business.

2. Defining the Economic Role of West Berkeley within Berkeley

Part of the economic rationale of the Plan is to define West Berkeley's role within Berkeley. While West Berkeley is the leading economically active area in Berkeley, it is far from the only one. Thus not all economic functions which are important in Berkeley need be fullfilled in West Berkeley. Some can take place in Downtown Berkeley, in the Telegraph commercial district, in North Shattuck, and elsewhere.

This Element noted that West Berkeley and Downtown have been the 2 leading economic centers in Berkeley. In fashioning an economic development rationale and strategy for West Berkeley its economic role within Berkeley, as contrasted with Downtown's role, must be considered. Ideally a strategy would be fashioned which would treat the areas as complementary, not competitive.

Downtown and West Berkeley have some overlaps, but many differences, in their economic roles in Berkeley. Downtown is the center of public employment in Berkeley, with the University of course adjacent. Downtown is the civic and cultural center of the city, having the most nighttime-oriented uses: movies, live theatre, and concert venues. While restaurants are strong throughout Berkeley, Downtown—with its nearby student, University staff, and office worker markets—has the greatest concentration. Downtown retail has been weak recently, but some stores with "niche" markets have prospered.

West Berkeley's first distinction is as the city's manufacturing area. Laboratory uses also locate in West Berkeley. As noted previously, West Berkeley has increasingly become the city's main regional retail area—a trend which is particularly pronounced around 7th & Ashby and 4th & Hearst. West Berkeley also has some office uses—such as graphic artists—which need relatively low rents to function. West Berkeley—especially San Pablo Ave.— has numerouslow rent service/retail uses, notably auto repair.

Both areas house professional services (e.g. architects) and business service functions, including computer services, such as software development. Both areas also have a complement of neighborhood-oriented retailers (such as food stores) and personal services (such as beauty salons) though clearly the neighborhood populations served in West Berkeley and Downtown are quite different. How do these existing orientations translate into economic strategies? Answering this requires ongoing analysis and testing in the 2 areas to see what uses are viable. Initially, however, the city can seek to build on the existing strengths of the area. In the Downtown, this could mean focusing particularly (although certainly not exclusively) on its office worker, University staff, student, and nearby resident markets for retail. Downtown could hope to develop the "specialty retail" so evident on Telegraph Ave. and North Shattuck, but rather weaker Downtown. Downtown can reinforce its role as a nighttime activity center, perhaps by encouraging more stores to stay open later, and by encouraging theatregoers and moviegoers to patronize Downtown restaurants and businesses. New housing and/or new office development in and around the Downtown would both themselves provide tax revenue and strengthen Downtown retail markets.

West Berkeley's uniqueness and thus economic strategies for it begin with the manufacturing base, as the West Berkeley Plan Preferred Land Use Concept recognizes. In retail, West Berkeley's closeness to the Freeway will provide- -for the foreseeable future—a thick stream of potential customers from

throughout the East Bay. Given this proximity, there are still opportunities to augment West Berkeley's regional retail role (and thus increase the City's tax revenue), particularly in the 4th & University area—although impacts from such regionally oriented development must be carefully monitored and mitigated. The 4th & University area may ultimately benefit from increased rail passenger traffic, although this volume is unlikely to approach the Freeway's. San Pablo Ave. also could absorb more intense retail uses in some locations, as has begun to occur. Yet there are unmet neighborhood retail needs, especially along the southern part of San Pablo, which should be better served. There will presumably continue to be strong interest in office development in West Berkeley. These offices may house some firms which would have difficulty using Downtown offices, such as those which require large areas on a single floor. Just as the Preferred Land Use Concept seeks to assure that office development in West Berkeley does not interfere with retention of manufacturing, so must economic planning assure that these offices complement, rather than retard, Downtown office development.

IV OBJECTIVES AND POLICIES

Goal 1:

Take all reasonable actions to maintain and promote manufacturing and other industrial sectors in Berkeley.

Rationale:

One of the central thrusts of the Preferred Land Use Concept was to provide a land use framework which would allow manufacturing to remain and expand. Manufacturing is the one economic sector which is unique to West Berkeley. Manufacturing also provides often well-paid blue collar jobs accessible to moderately skilled people. Some manufacturers also produce products with important technical content, thus also providing technical jobs. The Plan is also premised on the concept that manufacturing can be maintained and expanded without sacrificing environmental quality.

Policies:

A. Implement the land use concept in the Preferred Land Use Concept, which allows for the retention and expansion of manufacturing, in conjunction with other Plan goals;

B. Implement the measures in the Preferred Land Use Concept which will streamline the permit process for manufacturers (consistent with other Plan goals such as the maintenance of environmental standards) and explore additional methods for streamlining the process;

C. To the greatest extent possible, focus business assistance efforts, including efforts to retain and attract new companies, on manufacturers which will provide jobs and/or other benefits for Berkeley.

D. Continually assess the impact of policies in other areas—such as taxes, impact mitigations, transportation planning, environmental quality, and others to assess how these policies affect the goal of retaining and attracting manufacturing, and how the goals which these policies are intended to achieve can best be harmonized with the manufacturing retention goal.

Goal 2:

Support the growth of regionally oriented retail trade in West Berkeley in locations which are consistent with other goals and standards, particularly the traffic goals of the Transportation Element.

Rationale:

West Berkeley has been increasingly successful as a regional retail center. This success has provided tax revenue to the City, provided innovative goods and services to Berkeley and surrounding communities, and in some cases created stimulating urban environments. In a time of fiscal stringency for the City, gaining new tax revenue is critical. There are a number of locations—the Ashby corridor, around 4th & University, and along San Pablo Ave., where retail expansion can occur without damaging industrial activity. Clustering of regional retail uses can help them succeed, help make retail areas more pleasant and attractive, and allow for centralized parking facilities (e.g. garages) shared among retailers. However, in developing these areas, the City and businesses should assure that they do not cause undue traffic congestion at nearby major intersections. Such congestion is both undesirable in itself and tends to make the retail areas less successful.

Policy:

A. Assist appropriate types of retailers to locate in West Berkeley retail areas, and to meet planning standards for those areas.

Goal 3:

Improve the level of neighborhood serving retail in West Berkeley

Rationale:

As discussed above, many West Berkeley residents feel the area is deficient in neighborhood serving retail, such as food stores. There are many factors—e.g. competing commercial areas, the need for service commercial uses such as auto repair, low population density—which have led to the character of commercial strips such as San Pablo Ave. Yet San Pablo Ave. may have the ability to attract local customers from both West Berkeley and neighboring areas. Doing so would not only provide needed services, but also improve the urban environment. Therefore, the City should explore and take feasible action to improve the situation.

Policies:

A. Explore how neighborhood serving retail uses might be brought to San Pablo Avenue specifically.

B. Explore the potential of other locations within West Berkeley to support neighborhood serving retail.

C. Implement the provisions of the Preferred Land Use Concept which allow small scale food stores in residential zones.

Goal 4:

Continue to support the growth of advanced technology manufacturing (such as biotechnology) and advanced technology services (such as research laboratories) in appropriate locations, under appropriate environmental safeguards.

Rationale:

As is discussed earlier in this Element (see p.12), Berkeley's concentration of both scientifically trained personnel and scientific research institutions is a "comparative advantage" (vs. other cities) for this community. The recently signed Development Agreement between the City and Miles Labs indicates both City and corporate interest in this type of expansion. The body of trained people here makes it possible for Berkeley firms to set up the most technologically sophisticated manufacturing and research processes possible. Research conducted in these operations may (or may not) have spinoff benefits in other fields. While research activities generally provide jobs solely for the highly trained, jobs requiring less advanced training are also likely to be created if products move into the production process. The heavy capital investments required for advanced technology manufacturing, and to a lesser extent for advanced technology services, also translate into increased property tax revenues for the City. While advanced technology firms cannot and will not completely supplant "mainstream" manufacturers or service providers, they are likely to form an important part of West Berkeley's economic base and thus should be supported.

Policies:

A. Provide assistance to advanced technology firms to help them establish or expand businesses in appropriate locations.

B. Review the City's regulation of biotechnology to assure that it both meets City regulatory objectives and does not unnecessarily interfere with the creation and expansion of biotechnology firms here (see Environmental Quality Element for implementation measures)

C. Develop links between training agencies and Berkeley biotech firms, so that Berkekey residents can become qualified for biotech jobs.

Goal 5:

Continue to create employment opportunities, especially for Berkeley and West Berkeley residents.

Rationale:

Finding employment opportunities, especially in good jobs, is one the major goals of the City's overall economic development policy. It is particularly important to find these opportunities for economically disadvantaged Berkeley and West Berkeley residents. Doing so both serves needy citizens and reduces the strain on the stressed regional transportation network. Getting residents employed, has secondary beneficial effects, such as reducing social service costs and increasing retail spending in Berkeley. Creating employment opportunities requires not only assuring that there are jobs in Berkeley, but also that needy residents have the skills and mechanisms to access these jobs. Therefore, the City implements such programs as First Source, which requires that businesses which get Use Permits review Berkeley resident candidates first for their job openings (however, the program does not require that the businesses hire the Berkeley candidates, and does not expect businesses to hire unqualified employees).

Policies:

A. Pursue all avenues which will result in the training of Berkeley residents, particularly economically disadvantaged Berkeley residents, for the widest possible range of occupations that exist in West Berkeley. To do so, pursue strengthened links between major employers and educational institutions, and major employers and training agencies. In the context of citywide efforts, improve the abilities of Berkeley training agencies and schools to prepare future workers.

B. Improve the access of (West) Berkeley residents to jobs which exist in West Berkeley through mechanisms such as an actively implemented First Source Program.

C. Improve the placement and retention rate of First Source Program participants by improving training through intensified links between the First Source Program and the planning and outreach process for employment and training agencies.

Goal 6:

Promote opportunities for business ownership by the economically disadvantaged--non-Whites, women, and other economically disadvantaged people

Rationale:

While paid employment will remain the primary source of income for most households, business ownership can be a means for economic advancement for some non-White people, women, and other economically disadvantaged people. The diverse West Berkeley economy, with its many niches and many small businesses, provides opportunities for business ownership without capital requirements that are prohibitive to non-traditional business owners. Currently, 20% of West Berkeley businesses report themselves as minority owned, although these businesses gain only 8% of total gross receipts. The City should be alert for opportunities to assist African-Anerican, Latino-American, Asian-American and women entrepeneurs. The "high technology" sectors present in West Berkeley have tended to have a low percentage of entrepeneurs from these groups. To the extent that San Pablo Ave. becomes a focus of economic development activity, it could be a good locale (among others) for expansion of "minority" owned businesses.

Policy:

A. Use City economic development programs, such as the Revolving Loan Fund, business outreach, and ownership transfer assistance as vehicles to promote business ownership by non-Whites and women.

Goal 7:

Protect small businesses, particularly arts and crafts businesses, so they can continue to flourish in West Berkeley

Rationale:

Small businesses, especially arts and crafts businesses, are key in creating the unique character of West Berkeley. The City has developed Arts and Crafts zoning to protect these businesses. However, the zoning has not always worked as intended. It is vital to assure that arts and crafts enterprises are genuinely protected from displacement.

Policy:

A. Use all available mechanisms, including zoning, property purchase assistance, and direct City assistance to artists, to assure that artists and craftspeople remain a vital part of the West Berkeley community.

Goal 8:

Encourage linkages between West Berkeley businesses, and between public institutions and Berkeley businesses.

Rationale:

West Berkeley businesses—especially (but not only) manufacturers—purchase millions of dollars of goods and services annually as inputs into their goods and services. To the extent that these purchases can be made locally, their economic impact can be greatly increased. Many necessary inputs are not available within Berkeley (and sometimes even Alameda County) but there has been no concerted effort to assure that businesses are maximizing their opportunity for local purchases. There is a particular opportunity for those firms which are undertaking major construction projects. Beyond purchasing, there may be possibilities to increase cooperative information sharing efforts, training, or problem solving.

A similar logic obtains for public agencies, such as the City of Berkeley or the University. Public agencies are major goods and services purchasers, although typically of final products, not intermediate inputs. Public agencies can also seek to use the funds they have on deposit to encourage to lenders to engage in socially constructive (or "community development") lending.

Policies:

A. Explore mechanisms which can facilitate increased linkages between West Berkeley businesses.

B. Explore the possibility for City funds to be used in "linked deposit" programs.

V ISSUES AND STRATEGIES

This section forms a transition between the Background and Goals and Policies on the one hand, and the specific implementation measures on the other. The Background section seeks to paint a picture of existing conditions in the West Berkeley economy, while the Goals and Policies section points out desired goals and directions for City policy. This section outlines some key issues—largely those highlighted by the Economic Development Subcommittee of the West Berkeley Plan Committee—and discusses in general how the City should respond to them, how to move towards the goals. The strategic discussions in this section suggest approaches to problems, although specific implementation steps have not necessarily been developed, particularly if areas of program activity are required. It is expected that the strategic concepts discussed here—and the specific measures used to implement them—will evolve over time.

1. Strategies for Business Retention

Business retention is one of the central elements of the West Berkeley Plan. The Preferred Land Use Concept was conceived in significant part to provide a more stable planning environment for manufacturers and other businesses. Manufacturers in certain areas of West Berkeley are protected by the Plan from invasive and destabilizing uses, in others the nature of the mix of uses is clarified. In all areas, permitted and prohibited activities are more clearly defined, and the process for expanding a permitted use is generally eased—changes which will benefit manufacturers and other businesses. Streamlining the permit process has been repeatedly cited as a key goal of businesspeople.

These changes are necessary, but not sufficient, to retain manufacturers- -particularly expanding ones.[1] These expanding companies often face the need to find space at affordable rents/prices, which can be difficult in West Berkeley. The Community Development Department currently works intensively with manufacturers and other businesses to help them find appropriate space. In some cases these efforts have been successful, in others they have not.

The Economic Development Subcommittee suggested that business retention efforts focus on sectors such as scientific instruments, printing, machinery, biotechnology, and possibly other light manufacturing sectors. While the City generally seeks to retain most businesses, these sectors are particularly promising for Berkeley and do deserve special attention. The mechanisms to do provide this attention will need to be defined. Perhaps (with adequate staffing) a special program of regularly contacting these businesses to make sure they were functioning well in Berkeley would be possible.

In addition to these concrete, bottom line factors, there are less objective factors—such as how the "business climate" seems—as well. It is unclear how important these factors are in business retention—companies relocating out of Berkeley cited cost and space availability as their key reasons for leaving. These factors are discussed in the Opportunities and Constraints subsection of the Background section of this Element.

One relatively low cost way to improve perceptions about doing business in Berkeley to recognize and reward those Berkeley firms which make a particularly positive contribution to the city. For example, Berkeley manufacturers have been leaders in seeking out environmentally sensitive

[1]In recent years, Berkeley manufacturers have not generally closed because of business failure, although such cases have occured.

ways to manufacture products. Those who innovate in this field or in the making of environmentally sound products should be recognized and rewarded. Some such firms have been noted in the South and West Berkeley Revitalization Exchange, but there are many other possible publicity mechanisms. A **Made in Berkeley** labeling program for such products has also been proposed (as has similar labeling for the Bay Area as a whole).

Another important strategy for retaining manufacturers is addressed in the following discussion.

2. Strategies for Retaining Local Ownership of Manufacturers

One important strategy area for business retention is retaining local ownership. Both academic studies and Berkeley experience demonstrate that owners based outside Berkeley (or the Bay Area) are much more likely to move or close a plant than locally based ones.[1] Non-local owners may "consolidate" Berkeley plants into plants elsewhere. Durkee Foods, Colgate-Palmolive, Heinz, Canada Dry, Lectra Lighting, and Upright Scaffolding are all examples of outside corporations which closed Berkeley plants. This is not to suggest that all local owners are community-minded, or that all outside owners (even foreign ones) are not, but rather that in general local owners are more committed to remaining in Berkeley.

In order to maintain local ownership of West Berkeley businesses, there must be intervention at the time when a company is likely to pass out of local hands. 2 times when this likely to occur are 1) retirement of owner(s); and 2) major expansion. When the local owner(s) retire, (s)he may not have a family member who is interested in assuming control of the business. At that point, (s)he may sell the business to an outsider or simply close it down, even if it is still profitable. Major expansions generate the need for increased capital for the firm. One way that firms generate that capital is by selling the firm to non-local owners.

There are many roles for the City, or a City-supported intermediary such as an Economic Development Corporation, to play in facilitating local ownership. These could include finding financing for a local buyer, guaranteeing loans for a local buyer, providing information on employee ownership options such as ESOPs (Employee Stock Ownership Plans) and finding technical assistance for that buyer. The City or Economic Development Corporation would have to develop mechanisms to learn of impending owner retirements or company sell-offs, though some such situations are already known. In cases where the firm's workers were interested, they could be the local buyer. It seems prudent for this effort to focus initially on smaller firms, to help build up a credible record for later efforts to intervene with larger firms.

3. Strategies for Improving the Level of Neighborhood-Serving Retail

Some West Berkeley residents feel the area is short of neighborhood serving retail. Food stores are the key issue. In a 1989 survey of Berkeley households, 57% of West Berkeleyans responded that there were too few food stores near their house. More West Berkeleyans felt they were lacking for food stores than any other neighborhood's residents—in South Berkeley 38% felt there were not enough. West Berkeley residents missed food stores more acutely than any other category, though 48% also desired more specialty stores and 39% more drug stores.(Most West Berkeleyans—54%—felt they had too many liquor stores.)

Unfortunately, it may be rather difficult to increase food stores in West Berkeley. West Berkeley already has 27 of Berkeley's remarkable total of 157 food stores[1], or 17%. West Berkeley's food stores racked up some $12.5 million in sales in 1990, almost 10% of the Citywide sales of $128 million, despite the absence of a major supermarket in West Berkeley. The portion of Berkeley's population which could be expected to rely on West Berkeley food stores is also 10%, suggesting that the area is capturing a fair share of sales (This adds Census Tract 4233—the San Pablo Park area—to West Berkeley proper, because San Pablo Ave. is the closest major shopping street for them). Berkeley has only some 9 supermarkets—depending on exactly what stores are considered supermarkets—again suggesting that West Berkeley's population may be too small (and too low income) to attract one.

However, most of West Berkeley's food stores are in the area from Addison St. north, suggesting that the southern residential areas are relatively underserved. In addition, a West Berkeley supermarket might be feasible if it could capture some of the traffic from outside West Berkeley which use West Berkeley arterials. In addition, it has been suggested that the Redevelopment Agency explore the idea of establishing an outdoor "mercado" or farmers/arts and crafts market at the Delaware St. Historic District (Delaware St. between 5th and 6th). Such a mercado might be able to draw on the regional traffic 4th St. draws while providing locally useful services (and re-establishing the retail importance of Oceanview's historic main street).

[1]Food stores as a category in the Standard Industrial Classification includes both general grocery stores, such as supermarkets and corner groceries, and more specialized shops such as bakeries, fish markets, and meat markets. Perhaps one reason West Berkeley residents feel underserved by food stores is that many area food stores are specialized, while others are small. Small stores also generally have higher prices than supermarkets. However, Berkeley as a whole has significantly more food stores than typical for a California city its size.

VI IMPLEMENTATION

Priority Implementation Activities

The first group of activities are activities which have been selected for both their particular importance in implementing the goals of the Element and for the likelihood that they can be at least partially implemented in the short run.

1. Targeted industrial retention and attraction program—Develop and implement a targeted West Berkeley industrial retention and attraction program, including preparation of **appropriate and timely** informational and promotional materials.

Goals and Policies Implemented: Goal 1, Policy 1C; Goal 4, Policy 4A

Responsibility: Community Development Services, Community Development Department

Funding: Costs not yet analyzed, but general Berkeley promotional brochure being published, West Berkeley promotional brochure planned.

2. Large Site Reuse Project—Make reuse of large sites such as Colgate and Utility Body priorities for business assistance, explore how planning tools such as the Large Site Development Process could facilitate development on these sites, and explore mechanisms for financing toxic remediation and improvements on the site, including (but not limited to) expansion of the Redevelopment Area and creation of assessment districts.

Goals and Policies Implemented: Goal 1, Policy 1C; Goal 4, Policy 4A; Goal 5, Policy 5A

Responsibility: Community Development Services, with City Planning Dept.

Funding: No non-staff costs yet identified.

3. Major Employer Training Project—Implement the Biotech Academy provisions of the Miles Development Agreement, and seek to develop analogous arrangements with other large employers, particularly those in the biotech/laboratory field.

Goals and Policies Implemented: Goal 4, Policy 4C; Goal 5, Policies 5A and 5B

Responsibility: Community Development Services

Funding: Miles Development Agreement.

GENERAL IMPLEMENTATION ACTIVITIES:

A. Ordinances, Regulation and Policy Development

1. Rezoning—Rezone the West Berkeley Plan Area to reflect the land use districts, permitted and prohibited uses, and development standards of the Preferred Land Use Concept.

Goals and Policies Implemented—Land Use Element Goals and policies, also Economic Development Element Goal 1, Policies 1A & 1B; Goal 2; Goal 3, Policy 3B; Goal 4, Policy 4A

Responsibility: City Planning Department

Funding: Regular staff and operations funding

2. Arts and Crafts—Review the functioning of the arts and crafts Ordinance, and develop recommendations about how it can best be implemented.

Goals and Policies Implemented—Goal 7, Policy 7A

Responsibility: City Planning Department, in consultation with affected parties.

Funding: Regular staff funding

3. Mitigations—Develop and adopt as Ordinances housing, child care, and possibly other mitigations which reflect both the City's goal of recovering the impacts of development, and the City's goal of maintaining manufacturing and creating jobs generally.

Goals and Policies Implemented: Housing/Social Services goals

Responsibility: Community Development Services, Community Development Department, with City Planning Department

4. Coordination with County—Increase City coordination with and participation in Alameda County industrial retention, job training, and other economic development programs and policy development

Goals and Policies Implemented: Goal 1, Policy 1C; Goal 2; Goal 5, Policy 5A

Responsibility: Community Development Services, Community Development Department, with Berkeley representative on Alameda County Economic Development Advisory Commission

Funding: Regular staff and operating funds

B. Programs

1. Building Buyout Program: Implement the West Berkeley small business buyout program, established as a mitigation for the Durkee project.

Goals and Policies Implemented: Goal 1, Policy 1C; Goal 5

Responsibility: Community Development Services, Community Development Department

Funding: Program Self-funded

2. Buyouts of Retiring Owners: Develop and implement a financing and technical assistance program to facilitate worker or community buyouts of retiring owners of manufacturers.

Goals and Policies Implemented: Goal 1, Policy 1C

Responsibility: Community Development Services, Community Development Department

Funding: Costs not yet analyzed. Industrial Development Bonds possible source for project financing.

3. Employment/Training System: Institute a coordinated program to improve Berkeley's system for employment train-

ing, and to improve Berkeley resident workers' access to Berkeley jobs (see also Priority Activity #3)

Goals and Policies Implemented: Goal 5, Policy 5A & 5B

Responsibility: City Manager's Office, possibly to be delegated

Funding: Costs not yet analyzed.

4. Recognition: Develop mechanisms to recognize and publicize manufacturers and other businesses with outstanding records in environmental quality, local hiring, or other contributions to the Berkeley community.

Goals and Policies Implemented: Goal 1, Policy 1C

Responsibility: Community Development Services, Community Development Department

Funding: Regular staff and operating funds

5. Business Assistance: Continue to provide assistance to manufacturers, retailers, and other businesses seeking to locate or expand in appropriate West Berkeley locations.

Goals and Policies Implemented: Goals 1,2,3,4; Policies 1C, 2A, 3A, 4A

Responsibility: Community Development Department

Funding: General Fund

C. Studies

1. San Pablo Ave.Economic Development Study: Analyze the social, economic, and physical conditions and potentials on San Pablo Ave., in order to formulate and implement an Improvement Strategy for San Pablo Avenue. The strategy should emphasize attracting and retaining desired businesses and improving the physical character and appearance of the street.

Goals and Policies Implemented: Goal 3, Policy 3A; Goal

Responsibility: Not yet determined

Funding: Costs not yet analyzed.

2. Redevelopment Feasibility—Study whether renewal and expansion of the Redevelopment Area would be a feasible and appropriate method to finance West Berkeley Plan proposals. The study would develop an appropriate proposed area.

Goals and Policies Implemented: Goals from Housing, Transportation, Environmental Quality Elements, also Goal 1, Policy 1C; Goal 3, Policy 3A; Goal 4, Policy 4A; Goal 6, Policy 6A; Goal 7, Policy 7A.

Responsibility: Redevelopment Agency

Funding: Costs not yet analyzed.

3. Economic Development Organization—Explore the feasibility and usefulness of creating some form of West Berkeley economic development entity, such as an Economic Development Corporation, perhaps analogous to Coliseum Corporation in Oakland.

Goals and Policies Implemented: Potentially all, depending on entity's focus.

Responsibility: Community Development Services with City Planning Dept.

Funding: No sources identified, but Miles Development Agreement provides for Miles' in-kind support to West Berkeley economic development forum.

Appendix Note—An Appendix showing business license data for the West Berkeley Plan Area will be added to the final version of this Element when 1992 Business License data is available.

Draft WEST BERKELEY PLAN
ENVIRONMENTAL QUALITY ELEMENT

Table of Contents

I. STRATEGIC STATEMENT

West Berkeley in many ways is the environmental "frontline" of Berkeley. It is adjacent to the Bay and Interstate 80, and contains the Southern Pacific Railroad and all or part of Berkeley's 2 State highways. West Berkeley has Berkeley's largest concentration of users of hazardous materials, such as manufacturers, laboratories, and auto repair shops. In this special—and especially vulnerable—context, citywide policies and strategies to protect and improve the environment become particularly crucial for maintaining West Berkeley's productive diversity of industrial, residential, and commercial land uses.

Environmental strategies are found throughout the West Berkeley Plan—in the Transportation, and Land Use Elements particularly, as well as this Environmental Quality Element. This Element establishes the environmental measures necessary to maintain a balance between a viable and productive economy—which provides economic opportunity—and a decent, safe, and sanitary residential community and work environment. Even before final adoption of the Plan, implementation has already begun on a great many of its measures. The Plan is premised not on the displacement of existing manufacturers, but rather on the improvement of their (as well as other business', institutions', and households') environmental practices.

This Element's goals and policies complement those of the Transportation and Land Use (and Economic Development) Elements. The Land Use and Transportation Elements provide environmental protection through a gradation of zoning/land use districts, the careful selection of permitted and prohibited uses, strategies to reduce single occupant vehicle trips, and a set of appropriate development standards. The environmental goals and policies that follow are based on a strategy of increased communication, community participation, regulatory coordination, and a spirit of cooperation and compromise. In particular this Element addresses community awareness and the regulatory process, as well as 5 specific areas of concern: Noise, Air Quality, Soils and Groundwater, Hazardous Materials, and Biohazardous Materials.

II. BACKGROUND

A. General Introduction

On some fundamental levels, the environmental quality of West Berkeley is good and improving. The Bay Area overall has almost the lowest air pollution of the 20 largest American metropolitan areas, with most measures showing continued improvement. West Berkeley, with its strong prevailing westerlies from the Bay and the ocean, shares in this favorable circumstance. Drinking water, supplied by the East Bay Municipal Utilities District (EBMUD), is high quality, drawn from clean Sierra sources.

Yet there are unquestionably serious environmental issues in West Berkeley. Interstate 80 is a major emitter of carbon monoxide, nitrogen oxides, and reactive organic gases, joined by some industrial users. There is significant use of hazardous materials in industries and households, causing the potential for environmental problems. Aquatic Park has suffered water quality problems, many other sites have contaminated soils. The ground itself can be a cause for concern in West Berkeley, given that it has liquefaction potential in earthquake, particularly west of 3rd St. (Southern Pacific RR).

These environmental "stresses" do not occur in splendid isolation in West Berkeley—because from virtually its beginnings as Oceanview until today West Berkeley has encompassed the full range of uses from "heavy" industrial to residential. Conflicts over noise, odors and sometimes more severe problems are virtually structured into this pattern. The West Berkeley Plan recognizes conflicts seeks to reduce them, and seeks to improve environmental performance while maintaining a mix of uses.

The response to these issues has come from a variety of levels, resulting in a complex of federal, state, regional, and local environmental regulations to protect both residents and workers. The appropriate level for regulation continues to be discussed, especially in the legislature. State laws are often particularly far-reaching. This growing mass of sometimes duplicative legislation can bewilder and irritate businesspeople. Yet the multiplication of laws does not necessarily produce effective enforcement—some Berkleyans express frustration about a perceived lack of effective environmental protection.

The West Berkeley Plan Preferred Land Use Concept has a healthy environment as a central goal, without destructive overregulation of West Berkeley's economic base. One impediment to developing and evaluating environmental strategies is lack of data—local data on environmental conditions is not yet as well as developed as for areas such as housing, economic development, or transportation. Many environmental problems are broadly regional or site specific, limiting the availability of data about West Berkeley as an area. Over time more relevant data should be available.

This Element of the West Berkeley Plan, along with the Land Use and Transportation Elements lays out the environmental policy framework and strategies of the West Berkeley Plan. This Element discusses goals, policies, and implementation measures in the areas of environmental review generally, hazardous materials, soils and groundwater, air quality, noise, and biohazardous materials. The Environmental Quality Element and Appendix represent the most detailed program for City action of any West Berkeley Plan Element. The Appendix—**Environmental Strategies and Implementation Measures**— evaluates a set of generally shorter range strategies in these areas which the West Berkeley Plan Committee

put forward for review. In many cases, as the Appendix describes, the City is already implementing programs in these areas. Taken as a whole, the goals, policies, and implementation measures in the Element and the Appendix are designed not only to address specific environmental concerns, but to improve the environmental regulatory process as well.

B. Hazardous Materials

1. Existing Conditions

At present, there is no comprehensive source of current data on the hazardous waste stream from Berkeley. City records are not yet adequate to assess this waste stream. The most comprehensive data now available are the 1986 figures contained in the Alameda County Hazardous Waste Management Plan. The Plan indicates that Berkeley generated 6,248 of the 85,107 tons of hazardous waste generated Countywide. Thus Berkeley generated slightly over 7% of the County's waste stream, while representing slightly under 9% of the County's population. Berkeley wastes were made up of 3,267 tons of manifested waste, 2,744 tons from small generators, an estimated 160 tons from households, and an estimated 77 tons from tank cleanups. While no data is available for West Berkeley specifically, we may safely assume it provided a major part of the waste stream. Non-West Berkeley contributors include the University of California, Lawrence Berkeley Laboratory, private laboratories, auto repair shops, and gas stations.

The composition of manifested wastes (those wastes shipped offsite) from Berkeley was dominated by "Miscellaneous Waste" (40%) which includes inorganic solids, aged organics, empty containers, photo and lab wastes, household wastes, pharmaceuticals, and asbestos. Soils contaminated by leaks or spills represented 21% of the waste stream. Non-halogenated solvents (solvents whose composition does not include chlorine) accounted for an additional 18% of the manifested waste. The wastes represented a wide range of hazard levels.

Since 1986, source reduction and pollution prevention efforts may have reduced the waste stream, but this may have been counteracted by other factors. One major change is a dramatic reduction in hazardous waste disposal by DeSoto, Inc. DeSoto's 1,104 tons disposed of in 1986 accounted for 34% of Berkeley's manifested waste stream and 18% of the city's total hazardous waste stream[1].

2. Regulatory Framework

There are over 15 major state, federal, and local laws which regulate the use of hazardous materials and waste in (West) Berkeley. Each has a variety of complex reporting, inspection, and monitoring programming requirements. Virtually any business using hazardous materials in Berkeley is required to submit a Hazardous Materials Management Plan, which contains basic information on the facility, materials used there, and emergency response plans for it. Risk Management and Prevention Programs, specifying engineered backup safety systems—to protect the community in the event of a primary systems failure, are required for a small number of large scale hazardous materials users. Berkeley's own Disclosure Ordinance also requires users to disclose known carcinogens or reproductive health hazards that they use. Alameda County is preparing to adopt a Hazardous Waste Management Plan, to coordinate and guide hazardous waste management in the

[1] The prominence of DeSoto reflected a Countywide pattern. In 1986, 12 manifestors (or .01% of all manifestors)—DeSoto and 11 non-Berkeley establishments—created 13,257 tons of waste, or 20% of the Countywide manifested waste stream.

County. The City has recently enacted 2 hazardous materials Ordinances—the Ozone Depleting Compounds Ordinance (July,1989) and the Hazardous Waste Importation Regulation Act (Feb.1991), and is considering adoption of a Pollution Prevention Act.

C. Soil and Groundwater Contamination

1. Existing Conditions

Soil and groundwater contamination can occur as the result of an incident, such as a spill of materials. It can also result from losses of material during operation of a facility. Leaks from underground tanks have been a particularly common source of contamination. Such contamination is relatively dispersed. Of the properties in Berkeley known to have experienced underground tank leaks, less than half are in West Berkeley. These leaks occurred at a great variety of types of uses—manufacturers, gas stations, auto repair facilities, private and University-related laboratories, apartment buildings, and other types of sites. Once contamination is detected, soils and groundwater must be remediated before sites can be released for further use.

2. Regulatory Framework

Like other environmental arenas, soil and groundwater contamination is subject to both state and local regulation. The California Health and Safety Code sets out the basic requirements that all underground tanks be registered, that permits be obtained before they are installed, and that they meet construction and operating standards. The Uniform Fire Code—which the City of Berkeley adopts as its own Fire Code—also includes provisions concerning fire safe fuel storage and tank installation. The Regional Water Quality Control Board is responsible for monitoring the cleanup of hazardous materials that have contaminated groundwater. The State Department of Health Services is responsible for approving soil remediation goals, and thus has overlapping jurisdiction with the Regional Board. The City's Toxics and Pollution Prevention Program acts as lead agency and administering agency for the Regional Board, and therefore oversees granting of permits, monitoring of conditions, tank removal, and release investigations. However, clsoure--regulatory signoff than work is completed--on sites with hazardous wastes is handled by Alameda County rather than the City of Berkeley.

D. Air Quality

1. Existing Conditions

Transportation is the greatest source of air quality problems in the Bay Area. Over half of the background concentration of toxic air contaminants in the Bay Area comes from motor vehicles (cars, trucks, and other vehicles). Motor vehicle emissions account for 83% of ambient carbon monoxide, 43% of human-caused reactive organic gases (gases which react with nitrogen oxide in sunlight to form dangerous low level ozone), and 56% of nitrogen oxides. The remainder come from a variety of stationary sources, notably fuel combustion by utilities, manufacturers, and households. Use of paints, solvents, and chemicals, in manufacturing, business, and household situations also contributes. The most severe problem (although relatively mild by large metropolitan area standards) is ozone in photochemical smog. Particulate matter has also become an increasing concern. West Berkeley's foremost local air pollution problem—likely to get worse with worsening traffic conditions— is Interstate 80. There are also other major roads and some major manufacturers contributing to pollution problems.

2. Regulatory Framework

Authority to regulate air pollution descends from the federal government to the state government to regional agencies. In California, the California Air Resources Board coordinates and oversees both the Federal and State air pollution control programs. These are implemented through regional districts. In West Berkeley, the Bay Area Air Quality Management District (BAAQMD) is responsible for both air quality planning and enforcement. The District has recently adopted a Clean Air Plan which includes a number of Transportation Control Measures and controls on stationary sources in an effort to bring the Bay Area as close as possible to 100% attainment of state pollution standards. Specifically, the Plan seeks to reduceper capita exposure to pollutant levels above the state standards by 50% by 1994 and by 75% by 1997 (it should be noted that inland valleys, San Jose, and Vallejo are more likely to have excessive pollutant levels than the East Bay). For air emissions compliance, the District has a full-time Berkeley inspector, and the Toxics Program maintains a reciprocal referral and monitoring system with BAAQMD for responding to air quality complaints.[1]

BAAQMD is holding hearings on a proposed regulation which would require every employer over 100 people in the region to develop measures to increase "Average Vehicle Ridership"--to increase the number of people who commute by transit, carpool, bicycle, and other "alternative" means. The City could accept "delegation" of authority from BAAQMD to implement this Program, but it appears that such delegation gives the City no greater authority or funding (thus as of June,1992 staff does not recommend accepting delegation).

[1]In addition, at this time—June,1992—the Mayor of Berkeley, Loni Hancock, sits on the Air Quality District Board.

E. Noise

1. Existing Conditions

Comprehensive recent information on noise in West Berkeley is not available, although the Environmental Impact Report on this Plan will provide some new information. According to the Noise Contour Map in the 1975 Master Plan average day-night noise levels in residential areas of West Berkeley (including Grayson St.) generally varied between 65 and 70 dB(A), although streets along major traffic corridors were higher. Areas around major arterial streets were typically higher. The Noise Element notes that most of Berkeley had an average noise level of over 65 dB(A), making most of the city noise-impacted under federal Environmental Protection Agency (EPA) guidelines. West of 4th St. the Element shows average levels of above 80 dB(A).

It is clear that some significant sources of noise continue, particularly on the western edge of West Berkeley. Noise from I-80 is estimated to near 80 dBA on the west side of Aquatic Park, and roughly 70 dBA on the east side of the Park. Noise from trains on the Southern Pacific railroad is estimated to reach a peak of 85 dBA 100 feet from the tracks.

2. Regulatory Framework

Noise is one of the few environmental areas where regulation is almost completely local. The City's Noise Ordinance—last amended in 1982—sets limits for permissible noise levels during the day and night according to the zoning of an area. Residential zones have quieter standards than industrial or commercial zones, but the Ordinance does not recognize residents living in non-residential zones. However, if ambient noise—the general level of noise in an area—exceeds the standard, that ambient noise level becomes the allowable noise

level. The Ordinance is widely viewed as both inadequate and hard to enforce, therefore the Health Department is in the process of documenting the current state of Berkeley noise problems as a prelude to revising the Noise Ordinance.

F. Biotechnology

1. Existing Conditions

The Miles/Cutter expansion project and Development Agreement clearly demonstrates the importance of biotechnology to West Berkeley. Xoma and other smaller biotech firms also exist in West Berkeley, and there is a significant chance that more will come to the area.

2. Regulatory Framework

The City regulates biological research through the 1977 Hazardous Biological Research Facility Ordinance. The Ordinance requires anyone seeking to conduct research defined as hazardous, or research involving rDNA or rDNA technology to obtain a research permit from the City Department of Public Health and the City Council. There have never been any applications for permits under this Ordinance, and some in the business community argue that the Ordinance has led to a) biotech firms not locating in Berkeley, and/or b) biotech research taking place in an "underground", unPermitted manner. The City Council and the Community Environmental Advisory Commission (CEAC) are currently reviewing the Ordinance and its impacts.

The Miles Development Agreement contains a number of measures to both reduce the risk of biologically hazardous material, and to increase community awareness about the topic. Miles' Waste Reduction program applies to biohazardous material as well as other hazardous material, a requirement which goes beyond current California law. Similarly, Miles' Risk Communication program incorporates material about biohazards as well as "conventional" hazardous material.

The State of California adopted the 1991 Medical Waste Management Act. The Act regulates the generation, transportation, disposal, and treatment of medical wastes. Medical waste generators include medical and dental offices, clinics, hospitals, laboratories of all types, veterinary treatment facilities, and pet shops. The state's expectation was that local "Administering Agencies" such as the City of Berkeley would administer the Act's regulations. However, upon reviewing the costs of administration and the state's proposed fee structure, the City decided not to assume responsibility for the program. This decision was also made by a majority of the other administering agencies in the state.

III GOALS, POLICIES, AND IMPLEMENTATION MEASURES

A. Community Awareness and the Regulatory Process

Goal 1:
Improve the efficiency, coordination and effectiveness of environmental review and regulation, and provide recognition and reward to firms which exceed environmental standards.

Rationale:
The West Berkeley community—residents, businesses, environmentalists and others—seek to improve the existing local environmental review and regulation process. All parties seek a more "transparent" and understandable process. Environmentalists seek to assure that environmental information will be accessible, that there will be citizen participation in the policy-making process, and that any new users of hazardous materials will be carefully reviewed. Businesses seek to assure that regulation will not be so onerous as to threaten business viability, and that regulatory requirements are not duplicated or conflicting. All sectors of the community recognize the need to improve preparedness for environmental emergency, compliance with environmental law, enforcement, and clean up efforts. They also acknowledge the value of recognizing and rewarding those firms which exceed environmental standards or otherwise undertake extraordinary environmental efforts.

Policies

1.1 Provide environmental information which is accessible to the community and in a central location, through a coordinated staff effort.

1.2 Coordinate environmental regulation, both within the City of Berkeley, and with County, regional, state, and federal agencies, to avoid duplicative and unnecessary efforts by regulators and businesses, while meeting environmental standards.

1.3 Increase* citizen participation in environmental policymaking, in coordination with City staff programs.

1.4 Increase preparedness for environmental emergencies, utilizing existing neighborhood organizations and watch groups, as well as other resources.

1.5 Retrofit seismically unsafe buildings.

1.6 Avoid the establishment of new uses which pose unmitigable environmental hazards (see Permitted and Prohibited Uses in Land Use Element).

1.7 Require new uses to demonstrate an ability to meet applicable environmental laws and standards.

1.8 Enforce new and existing environmental laws in coordination with non-City regulatory agencies.

1.9 Assist existing manufacturers (and other businesses and institutions) to achieve compliance with environmental standards.

1.10 Require businesses which close or leave Berkeley to clean up contaminated sites, as mandated by State law.

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*In this Element, the terms "increase", "reduce," or "enhance" mean (unless otherwise specified) increase, reduce,etc. from 1990-91 levels.

1.11 Recognize and reward those companies which exceed City of Berkeley or regional environmental standards, or undertake other extraordinary environmental efforts.

B. HAZARDOUS MATERIALS

Goal 2:
Reduce the generation of, importing importing into West Berkeley, transportation, use, storage, and disposal of all hazardous material/hazardous waste.

Rationale:
It is in the interest of all West Berkeley stakeholders to see that the transport, use, and disposal of hazardous materials is minimized. Recognizing this, an increasing number of West Berkeley industries have indeed sought to minimize or eliminate the use of hazardous materials, or to use materials with a lower level of hazard. They have done so because it is increasingly expensive to handle and dispose of hazardous waste, and because there is an increasing market for products produced in an environmentally sound manner. Nevertheless, there are many firms and research organizations—large and small—which still must use hazardous materials for producing goods or providing services. Although on a much smaller scale, ordinary households use hazardous materials. Given these realities, and given the close proximity of industrial, laboratory, and residential uses in West Berkeley, the effective regulation of hazardous materials and waste is critical.

Policies

2.1 Reduce to the greatest feasible extent the amount and/or hazard intensity of hazardous materials and hazardous waste imported into West Berkeley, transported through West Berkeley, used or stored in West Berkeley and disposed of by West Berkeley businesses, institutions, and households.

2.2 Promote risk management and communication

2.3 Promote hazardous waste reduction and recycling

C.SOIL AND GROUNDWATER CONTAMINATION

Goal 3:
Decrease the level of contamination in West Berkeley soils and groundwater.

Rationale:
The degree to which soils and groundwater in West Berkeley are contaminated is not fully understood at present. Unfortunately, there have been cases of contamination, the apparent result of decades when industrial, commercial, and even residential environmental practices were less than careful. Nonetheless, increased disclosure requirements, inspections, and enforcement efforts can both provide information about conditions and improve the conditions.

Policies

3.1 Increase contaminated site clean up efforts

D. AIR QUALITY

Goal 4:
Enhance air quality in West Berkeley

Rationale:
Air quality in the East Bay (as measured by state standards)

has been generally good in recent years. Nevertheless, the I-80 Freeway, and to a lesser extent industrial sources, continue to be significant sources of air pollution. Some air emissions are actually or potentially hazardous to health, while others are not, but result in unpleasant odors. By working— along with the Bay Area Air Quality Management District—for trip reduction, and improvements in industrial emissions, air quality in West Berkeley can continue to improve.

Policies

4.1 Improve communication and coordinate responsibilities for assistance, enforcement, and complaint response with the BAAQMD.

4.2 Reduce existing traffic and adequately mitigate the impact of future traffic (see **Transportation** Element)

4.3 Regulate the use of ozone depleting compounds.

4.4 Promote risk management and communication practices.

4.5 Reduce the importing, transportation, use and storage of materials which will become airborne hazardous waste.

4.6 Avoid the establishment of new uses which would create unmitigable odors in residential districts.

4.7 Institute tree planting as an anti-pollution measure (see Urban Design, Historic Preservation & Open Space Element for Implementation Measures)

E. NOISE

Goal 5:
Reduce irritating noise by mitigating existing noise conflicts and preventing the development of future noise conflicts.

Rationale:
There are many quiet times in West Berkeley, yet the area is also often subject to freeway and highway noise, railroad noise, and industrial noise, along with other ambient urban noise. However, there are many measures which can be taken to reduce the amount that noise impinges on "sensitive receptors" such as residents. Separating industrial and residential uses to prevent the creation of additional noise conflicts.

Policies

5.1 To the extent feasible, separate noise emitters from sensitive receptors (see Buffer Standards in Land Use Element.)

5.2 Develop performance standards for new uses (see Performance Standards in Land Use Element).

5.3 Investigate problem noise sources and develop appropriate solutions through negotiation or enforcement.

5.4 Regulate truck circulation. (see Transportation Element for Implementation Measures)

5.5 Construct sound walls around freeways where feasible.

F. BIOHAZARDOUS MATERIALS

Goal 6.:
Further research the potential impact of bio-hazardous materials.

Rationale:
The potential environmental impact of bio-hazardous materials is not fully understood. Further research of the issues and potential impact on West Berkeley is needed.

Policies

6.1 Research bio-hazardous issues and potential impacts.

6.2 Review the implementation of the 1991 Medical Waste Management Act

IV. IMPLEMENTATION MEASURES

Implementation Programs

1. Centralize and coordinate environmental information—using measures such as an improved software program—through the Toxics & Pollution Prevention Program, Office of Special Community Services. This will provide Community Right to Know information.

Goals and Policies Implemented: Goal 1, Policy 1
Responsibility: Toxics & Pollution Prevention Program
Funding/Status: Ongoing operations

2. Develop and implement work program for the Community Environmental Advisory Commission.

Goals and Policies Implemented: Goal 1, Policy 3
Responsibility: Toxics & Pollution Prevention Program
Funding/Status: Ongoing operations

3. Revise and resubmit to state Citywide Chemical Emergency Response Plan.

Goals and Policies Implemented: Goal 1, Policy 4
Responsibility: Toxics & Pollution Prevention Program
Funding/Status: 1991-92 Work Program--Completed

4. Develop specific Chemical Emergency Response Plan for West Berkeley.

Goals and Policies Implemented: Goal 1, Policy 4
Responsibility: Toxics & Pollution Prevention Program
Funding/Status: 1992-93 Work Program

5. Provide risk management and communication program assistance to manufacturers and other businesses.

Goals and Policies Implemented: Goal 2, Policy 2
Responsibility: Toxics & Pollution Prevention Program
Funding/Status: 1992-93 proposed project

6. Work with businesses to improve existing odor problems.

Goals and Policies Implemented: Goal 4
Responsibility: Toxics & Pollution Prevention Program; Community Development Department
Funding/Status: Ongoing operations

7. Continue to review new and expanded uses for odoriferous potential.

Goals and Policies Implemented: Goal 4, Policy 6
Responsibility: City Planning Department
Funding/Status: Ongoing operations, project applicant fees.

B. Projects

1. Map source sites and groundwater contamination plumes.

Goals and Policies Implemented: Goal 3, Policy 2
Responsibility: Toxics & Pollution Prevention Program
Funding/Status: Possible funding by use of student interns

2. Construct acoustic berm along western edge of Aquatic Park, as recommended in Aquatic Park Master Plan.

Goals and Policies Implemented: Goal 5, Policy 5
Responsibility: Public Works Department (Parks/Marina Division)
Funding/Status: Definite source not yet identified, possibly Caltrans funding

C. Ordinance and Regulatory Changes to Implement Element

1. Implement 1991 Hazardous Material Importation Regulation Act.

Goals and Policies Implemented: Goal 2, Policy 1
Responsibility: Toxics & Pollution Prevention Program
Funding/Status: Ongoing operations

2. Develop and implement standard Use Permit conditions for hazardous waste hauling in West Berkeley.

Goals and Policies Implemented: Goal 2, Policy 1
Responsibility: City Planning Department, Toxics & Pollution Prevention Program, Public Works Department (Traffic Engineer)
Funding/Status: Source not yet identified

3. Adopt requirement for pollution prevention planning (proposed in the Petris bill) to reduce hazardous waste generation and encourage hazardous waste recycling.

Goals and Policies Implemented: Goal 2, Policy 1
Responsibility: Toxics & Pollution Prevention Program
Funding/Status: Business/Generator fees (potential)

4. Implement Non-Point Discharge Program which regulates runoff of water into storm sewers and Bay.

Goals and Policies Implemented: Goal 3, Policy 2
Responsibility: Public Works (Engineering) with Toxics & Pollution Prevention Program
Funding/Status: Being implemented using business Fees

5. Formalize "Administering Agency" agreement with Regional Water Quality Control Board, giving City the right to implement Water Quality Board regulations.

Goals and Policies Implemented: Goal 3, Policy 1
Responsibility: Toxics & Pollution Prevention Program
Funding/Status: Ongoing operations. Agreement may generate additional funding possibilities.

6. Work with Bay Area Air Quality Management District to assure that BAAQMD Clean Air Plan Transportation Control Measures and Stationary Source Control Measures are implemented in a fair and effective manner.

Goals and Policies Implemented: Goal 4, Policies 1,2
Responsibility: City Planning Department, with Community Development Department
Funding/Status: Ongoing operations.

7. Implement ozone depletion Ordinance through preparation of self- enforcement and waiver materials.

Goals and Policies Implemented: Goal 4, Policy 3
Responsibility: Toxics & Pollution Prevention Program
Funding/Status: Implementation Program submittal to Council 2/92--100 CFC inspections already conducted.

8. Improve the consideration of noise in Use Permit decisions— particularly for new residential or industrial uses—by measures such as performance standards, standard Use Permit conditions, or other appropriate mechanisms.

Goals and Policies Implemented: Goal 4, Goal 5, Policy 2
Responsibility: City Planning Department
Funding/Status: Ongoing operations

D. Studies

1. Review benefits and drawbacks, including potential to jeopardize companies' existence (see Economic Development Element, Policy 1.1) in Berkeley, from requirements for increased public notification for environmental review, particularly when related to hazardous materials.

Goals and Policies Implemented: Goal 1, Policies 2,3
Responsibility: Toxics & Pollution Prevention Program with City Planning Department
Funding/Status: Source not yet identified

2. Study possibility of extending tax credits or other incentives for pollution prevention, source and toxic use reduction.

Goals and Policies Implemented: Goal 1, Policies 9,11
Responsibility: Toxics & Pollution Prevention Program with Community Development Dept.
Funding/Status: Source not yet determined

3. Research more comprehensive Hazardous Materials Transportation Ordinance, to extend regulation beyond BART right-of-way.

Goals and Policies Implemented: Goal 2, Policy 1
Responsibility: Fire Department, with City Planning Department, Public Works Department (Traffic Engineer)

Funding/Status: Source not yet identified

4. Research a mandatory commercial hazardous waste recycling Ordinance, including costs to Berkeley businesses and effects on their competitiveness.

Goals and Policies Implemented: Goal 2, Policy 3
Responsibility: Toxics and Pollution Prevention Program
Funding/Status: Draft Ordinance in preparation

5. Identify sources of night noise, and develop appropriate mitigations when possible.

Goals and Policies Implemented: Goal 5, Policy 3
Responsibility: Health & Human Services Dept. with City Planning Dept., Community Development Department
Funding/Status: Source not yet identified

6. Research background information on biohazardous wastes, including possibilities for source reduction, and the practicality of regulating household medical waste. Incorporate information provided in Miles' Biohazardous Waste Reduction Program. Use this information to assess City regulation.

Goals and Policies Implemented: Goal 6, Policy 1
Responsibility: Toxics & Pollution Prevention Program
Funding/Status: Miles, Source for other work not yet identified

APPENDIX:

Environmental Strategies and Implementation Measures—Revised Evaluation

The West Berkeley Plan Committee developed a wide-ranging set of potential environmental strategies and implementation measures for review and evaluation. They were first formulated in the winter of 1990-91. The measures covered the regulatory process in general, hazardous materials, soils and groundwater, air quality, noise, and biohazardous materials. This document represents a revised and updated evaluation (as of January,1992) of these potential strategies. A Preliminary Evaluation was presented in September,1991.

It is important to note that the great bulk of the proposed strategies and implementation measures have been incorporated into the text of the Environmental Quality Element. The Element also notes and makes reference to other measures which are not in the proposed strategies and implementation measures—e.g. the Citywide Trip Reduction Ordinance. There are also some instances where information about the same or similar strategies are organized differently in the Element and the appendix—thus the same strategy will appear in differing locations. Nonetheless, there is a good deal of overlap between the text and the appendix, which may appear redundant. However, the incorporation of many Committee ideas into the City's environmental workplan indicates their usefulness and timeliness. This document has been retained in its particular form to provide an easily accessible reference on the Committee's discussions.

The format of this evaluation is to provide a summary assessment and brief discussion of the proposed strategy or implementation measure. The evaluation finds most proposed

measures *Currently Being Addressed*, that is, already being implemented. In some cases they are *Currently Being Addressed by Other Agencies* rather than City of Berkeley. In a few cases the goal of the proposed strategy is *Currently Being Addressed through Other Strategies.* In a few cases, *Further Research (is) Needed*, because the financial, technological, or other key implications of the proposal is not fully understood. In some areas where there is not current City activity, but future activity is intended or being considered, strategies are identified as *Policies, Projects* or *Studies* of the Environmental Quality or other West Berkeley Plan The only area where proposals are evaluated to be *Not Currently Feasible* is in biohazards, where the City has made the decision (at least for the present) to allow the State of California to implement the Medical Waste Management Act, rather than itself implementing the Act. This issue is discussed in more detail in the biohazards section.

The appendix begins with a listing of those strategies which the Committee identified as priorities.

I. ENVIRONMENTAL PRIORITY STRATEGIES

The following priority strategies were selected by the West Berkeley Plan Committee from the more comprehensive set of 6 environmental areas of concern, 40 possible strategies, and over 70 possible implementation measures that are outlined in Sections II through VII.

General Process

Information

- Provide community accessible environmental information through a coordinated staff effort and central location.

New Uses

- Avoid the establishment of new uses which pose unmitigable environmental hazards.
- Prohibit the establishment of offsite industrial hazardous waste treatment and/or transfer facilities.
- New uses shall demonstrate the ability to meet applicable environmental laws and standards.

Enforcement, Compliance and Clean Up

- Enforce new and existing environmental laws with initial focus on top 10 firms; coordinate efforts with Bay Area Air Quality Management District.

Recognition

- Recognize and reward those companies which can exceed City of Berkeley and regional environmental standards.

Air Quality

- Avoid the establishment of new uses which pose unmitigable odors to residential districts.
- Reduce existing traffic and mitigate future traffic.

Hazardous Materials—Transportation, Storage, Handling and Disposal

- Reduce the importing into Berkeley, transportation, storage, and use of hazardous materials and waste.

Bio-Hazardous Materials

- Enforce the 1991 Medical Waste Management Act.

II. GENERAL PROCESS

A. Information

1. Provide environmental information which is accessible to the community and in a central location, through a coordinated staff effort.

Currently Being Addressed

The Toxics & Pollution Prevention Program is developing an automated, standardized, multidepartmental database on companies and institutions subject to hazardous materials regulation.

a. Establish an office of environmental advocacy and information.

Currently Being Addressed

Office of Special Community Services created by City Council in July,1991

b. Review the possibility of an Ordinance requiring greater public notification for environmental review, particularly when related to hazardous materials and pollution controls.

Study—Environmental Quality Element

2. Develop a baseline of community health data.

Further Research Needed

a. Hire epidemiology consultant to supervise health survey of West Berkeley residents.

Further Research Needed

City resources are currently inadequate to conduct such a survey. In addition to finding funding for the project, methodologies to use the health data generated effectively would have to be developed. However, it may be possible to work with the UC School of Public Health to develop such a study.

B. Citizen Participation

1. Increase citizen participation in coordination with City staff programs.

Currently Being Addressed

a. Appoint citizens oversight committee.

Currently Being Addressed

The Community Environmental Advisory Commission was created by the City Council in April,1991.

b. Appoint citizen representatives to the Local Emergency Planning Committee (the interjurisdictional committee which develops plans for responding to hazardous materials emergency)

Currently Being Addressed

Citizen representative (as of January,1992 Jim Whalen) has been appointed.

C. Monitoring of Environmental Conditions

1. Develop ability to monitor air, water, and soil contamination.

Currently Being Addressed

The City is upgrading its ability to monitor air, water, and soil contamination conditions. Both the Fire Department and the Toxics Program are requesting new equipment, such as "Drager" Tubes, which will allow them to engage in short term monitoring of air pollution situations. The DeSoto area health study will provide deeper information on conditions in that particular area. Water and soil monitoring will be improved by the requirements of the Stormwater Runoff Program, which will generate new data on water running off into the Bay. Owners of underground tanks are also required to monitor their performance at least annually. As City records are improved and consolidated, using them to evaluate overall environmental conditions will become easier.

a. Hire consultant to monitor contamination.

Currently Being Addressed through other strategies (see above)

b. Develop periodic review of existing businesses to achieve Maximum Available Control Technology (MACT)

Currently Being Addressed by other agencies

The Bay Area Air Quality Management District has set MACT as its standard for any "new" source of air emissions. "New" sources include new equipment at existing facilities.

c. Consider amending Zoning Ordinance to set MACT as the appropriate standard.

Currently Being Addressed by other agencies

See above.

D. Emergency Preparedness

1. Increase preparedness for hazardous materials emergencies, utilizing existing neighborhood organizations and watch groups.

Further Research Needed

The City's Emergency Response Plan must be completed, and assessments undertaken on how it can work most effectively with neighborhood organizations.

a. Establish emergency preparedness programs.

Currently Being Addressed

City has hired Emergency Preparedness Coordinator, who is working with citizens' groups (such as Disaster Planning Task Force), developing informational materials, and engaging in other programs—as part of the Office of Special Community Services.

2. Retrofit seismically unsafe buildings.

Currently Being Addressed

Pursuant to state law, the City Council has adopted an Unreinforced Masonry Buildings Ordinance, requiring owners

of these buildings to prepare programs to increase their seismic safety.

a. Pass Retrofit Ordinance, including revolving loan fund.

Currently Being Addressed

E. New Uses

1. Avoid the establishment of new uses which pose unmitigable environmental hazards.

Policies—Land Use and Environmental Quality Elements

a. Establish list of preferred and prohibited uses.

Districting regulations—Land Use Element

The Land Use Element establishes permitted and prohibited uses for each district.

2. Prohibit the establishment of off-site industrial hazardous waste treatment and/or transfer facility.

Currently Being Addressed

Strict siting criteria were adopted in the April, 1991 Hazardous Materials Importation Ordinance.

3. Set City of Berkeley policy with regard to the location and/or operation of companies with a history of environmentally related crimes or non-compliance.

a. Pass appropriate Ordinance (e.g. "Bad Boy")

Currently Being Addressed through other strategies, Study Feasibility of Ordinance

Environmental records—except for those which concern trade secrets—are public record. The City of Berkeley's efforts to make these records more accessible have been discussed above. For any company already operating in Berkeley—which represent the great bulk of applicant companies here—its previous performance will be a matter of great interest to both citizens and staff. Requirements for submittal of Hazardous Materials Management Programs (HMMP) and in some cases, Risk Management and Protection Programs (RMPP) have also been discussed.

The situation in which a company's extra-Berkeley environmental record would be most critical would arise if a multiplant manufacturer or other firm not already in Berkeley sought to locate here. However, in recent years, no multiplant manufacturers who were not already located here have sought to establish a new plant in Berkeley. Concern has been raised about a hazardous waste management facility locating here, but there are many, many communities which would be far easier for such a facility to locate in. Planning staff is also concerned about how and how broadly such a standard could fairly be applied, especially given the inevitable differences in operations and personnel from plant to plant. We are also concerned about such an Ordinance discouraging industrial location and expansion in Berkeley. Despite these concerns, the idea is listed for study of its feasibility.

4. New uses shall demonstrate ability to meet applicable environmental laws and standards.

Currently being addressed

Initial Study/Environmental Review process, carried out in conjunction with the Toxics Program, does not allow new uses to begin operating until such ability is demonstrated.

5. Separate new residential development from manufacturing uses.

Currently Being addressed

Preferred Land Use Concept establishes separate manufacturing, residential zones, buffering regulations.

F. Enforcement, Compliance, and Clean Up

1. Enforce new and existing environmental laws with initial focus on top 10 firms; coordinate efforts with BAAQMD.

Currently Being Addressed

Top 10 firms had hazardous materials inspection in 1991, have been placed on annual inspection cycle.

a. Appoint top level administrator to pursue 5 most significant environmental problems, as defined by citizens.

Currently Being Addressed

Office of Special Community Services in City Manager's Office created in July,1991, Director appointed (currently Denise Johnson) in October,1991. The Director reports regularly to the Citizens' Environmental Advisory Commission.

2. Assist existing manufacturers to assure compliance with environmental standards.

Currently Being Addressed

Assistance providing during inspections, with preparation of Hazardous Materials Management Programs.

a. Hold technical assistance workshops.

Policy—Environmental Quality Element

Ongoing staff resources above those to conduct basic inspection/regulation program needed.

b. Develop coordinated schedule of staff inspections (insure schedule is not formalized to the point where "surprise" is eliminated)

Currently Being Addressed

Expanded inspection schedule being implemented.

3. Require businesses which close or leave to clean up site contamination.

Currently Being Addressed

Toxics & Pollution Prevention ongoing Work Program activity.

a. Fund adequate number of staff positions.

Currently Being Addressed

Toxics & Pollution Prevention Program staff has been increased, Hazardous Materials program fees increased dramatically.

G. Recognition

1. Recognize and reward those companies which can exceed City of Berkeley and regional environmental standards.

Policy—Environmental Quality Element

a. Increase public awareness of those exceeding standards or engaging in other extraordinary environmental efforts; use portion of fines for non-compliance to publicize.

Ordinance/Regulatory Changes—Environmental Quality Element

b. Insure (CEQA) mitigation fees are expended appropriately.

Currently Being Addressed

City Planning Department prepares Mitigation Monitoring Programs for this purpose.

c. Review possibility of extending tax credits (tied to cost) for pollution prevention; source and toxic use reduction, solid waste recycling.

Further Research Needed

City actively exploring programs in this area.

III. HAZARDOUS MATERIALS

Transportation, Storage, Handling, and Disposal

1. Accelerate Compliance with State and City law.

Currently Being Addressed

a. Conduct fee study/consider other financing methods.

Currently Being Addressed

As noted above, hazardous materials program fees have been increased drastically for 1991-92, to make program self-supporting.

b. Fund adequate number of personnel, 1 additional FTE minimum.

Currently Being Addressed

In 1991-92, Toxics & Pollution Prevention Program staff has expanded by 1 FTE.

c. Promote/pursue internships.

Currently Being Addressed

Program regularly using interns.

2. Increase inspections and enforcement, improve local enforcement capability.

Currently Being Addressed

a. Use City Attorney's Office to augment County District Attorney's capacity to prepare cases.

Currently Being Addressed through another strategy

This implementation proposal sought to use the Berkeley City Attorney's office to aid the Alameda County District Attorney (DA) in preparing cases against hazardous materials violator, thus making it possible for the DA to bring more effective cases. Using the City Attorney's Office has not proved possible. However, the Police Department has proposed hiring an investigator for toxics violations, one of whose major duties will be assisting the DA on hazardous materials cases.

b. Require Business Plan to reduce toxics for permit approval.

Currently Being Addressed

While state law only requires a Business Plan with Source Reduction for sites that produce over 12,000 kilograms of hazardous waste per year, City Ordinance has reduced the threshold to 4,000 pounds per year.

3. Develop risk management and communication procedures.

Currently Being Addressed

Current Risk Management and Prevention Programs now require that risk communication programs be incorporated.

a. Provide technical assistance workshops for businesses.

Project—Environmental Quality Element

Ongoing staff time needed to prepare, present workshops.

4. Reduce the importing into Berkeley, transportation, storage, and use of hazardous materials and waste.

Goal—Environmental Quality Element

a. Pass Hazardous Materials Importation Regulation Act.

Currently Being Addressed

Ordinance adopted April, 1991

b. Pass Ordinance based on (Petris) Hazardous Materials Reduction Ordinance.

Currently Being Addressed

Pollution prevention planning proposal being developed.

5. Require Use Permit conditions on hazardous materials/waste hauling.

Currently Being Addressed by Other Agencies

Hazardous waste haulers are licensed by State. Facilities using hazardous materials and/or generating hazardous wastes are required to use licensed haulers and maintain accurate manifests of materials/wastes hauled.

a. Pass new Hazardous Materials Transportation Ordinance.

Study—Environmental Quality Element

Assess amending existing Ordinance, which prohibits hauling above BART tracks.

6. Encourage hazardous waste reduction and recycling.

Policy—Environmental Quality Element

a. Amend Zoning Ordinance to require (Hazardous Waste) Recycling Plan for permit approval.

Currently Being Addressed

Toxics & Pollution Prevention Program to develop hazardous waste reduction and recycling programs, review procedures. It—along with the Community Development Department—will consider the effect of these programs on Berkeley's business competitiveness.

b. Pass mandatory commercial (hazardous waste) recycling Ordinance.

Study—Environmental Quality Element

IV. CONTAMINATED SOILS AND GROUNDWATER

1. Increase inspections and enforcement from 1990-91 levels.

a. Conduct fee study, analyze other financing methods.

Currently Being Addressed

Fees substantially increased in 1991-92 program year to meet program costs.

b. Fund adequate number of personnel, 1 FTE above 1990-91 levels minimum.

Currently Being Addressed

Toxics & Pollution Prevention Program reorganized, threatened staff losses prevented, staff augmented.

c. Promote and pursue internships

Currently Being Addressed

Toxics & Pollution Prevention Program actively uses interns for both programs and special projects (e.g. DeSoto waste reduction).

2. Improve disclosure of conditions on sites.

a. Pass Disclosure Ordinance

Further Research Needed

San Francisco's Ordinance requiring disclosure of site conditions on sale has not yet been implemented, and no other jurisdiction has passed such a requirement. It is unclear how this requirement would be enforced. However, lenders frequently require such disclosures on sale.

b. Shorten time frame for disclosure, testing, and clean-

up.

Currently Being Addressed

The Toxics & Pollution Prevention Program has dramatically increased the level of inspections, and shortened the inspection cycle.

3. Increase site clean-up.

a. Review existing legislation

Currently Being Addressed

Ongoing programmatic activity

b. Map source sites and groundwater contamination plumes.

Project—Environmental Quality Element

Resources needed—possibly a qualified intern.

c. Study bio-remediation of soil

Further Research Needed

Bioremediation techniques are new, generally untested, and currently require state approval to implement on each specific site. These techniques are not necessarily more cost effective at present than conventional techniques, although technology is evolving.

4. Publicize Environmental Record

a. Track violation history

Currently Being Addressed

Improved hazardous materials computer database allows such tracking.

V. AIR QUALITY

1. Improve communication and coordinate responsibilities for assistance, enforcement, and complaint response with the BAAQMD.

Currently Being Addressed

a. Develop Joint Powers Agreement or Memorandum of Understanding with Air Board.

Currently Being Addressed with other Strategies

This strategy seeks to improve the City of Berkeley's ability to act against air emission violators. The City is pursuing a variety of steps to do this. City Hazardous Materials inspectors and Air Quality Districts are doing mutual training, so that each will be able to monitor for and report violations of the other's regulations. The referral system has been noted above.

b. Establish priority list of polluters for compliance and technical assistance.

Currently Being Addressed

c. Develop Prevention Program, 1 year to comply from initial notification.

Pollution prevention planning proposal being developed.

2. Regulate the use of ozone depleting compounds.

Currently Being Addressed

a. Pass Ordinance regulating the sale, use, and recycling of products with ozone depleting compounds.

Currently Being Addressed

Ordinance adopted in January,1991, to be administered by Toxics & Pollution Prevention Program.

3. Risk Management and Communication

a. Technical assistance workshops

Project—Environmental Quality Element

Staffing above and beyond that needed to conduct basic regulation, inspection, and enforcement functions.

4. Reduce the importing into Berkeley, transportation, use, and storage of hazardous materials and waste.

a. Technical assistance workshops

Currently Being Addressed through Other Strategies

Technical assistance being provided to hazardous materials users during inspections, in other settings. To date, workshops have been labor intensive and minimally productive.

b. Require Business Plan to reduce toxics for approval.

Currently Being Addressed

State requires Source Reduction Plan for hazardous waste levels over 12,000 Kilograms per year.

Toxics Program staff drafting amendment to City's Disclosure Ordinance to require Source Reduction at 4,000 pounds per year.

c. Adopt appropriate elements of the Hazardous Materials Reduction Ordinance, as proposed in the Petris bill.

Ordinance/Regulatory Changes—Environmental Quality Element

d. West Berkeley Plan—Provide larger mixed use buffer zones between Manufacturing and Residential Zones.

Policy—Land Use Element

5. Avoid the establishment of new uses which pose unmitigable odors to residential districts.

Policy—Environmental Quality Element

6. Reduce existing traffic and mitigate future traffic.

Policy—Environmental Quality Element

a. Maintain at least Level of Service "E" at key intersections.

Policy—Transportation Element

Higher levels of service would significantly improve air quality, but will be difficult to achieve because of already existing traffic levels.

b. Reduce pollution from transit vehicles

Policy—Transportation Element

The California Air Resources Board and the federal Department of Transportation are developing improved standards for transit vehicle emissions.

7. Provide tree planting and landscaping

Currently Being Addressed

The Redevelopment Agency is initiating a tree planting program for the Redevelopment Area (bounded by 6th, Eastshore Freeway, University, and Cedar)

a. Pass "Greening" Ordinance to promote tree-planting and appropriate streetscape design.

Policy—Urban Design Element

The Urban Design Element Draft will call for the development of design guidelines, including streetscape design, for various parts of W. Berkeley.

VI. NOISE

1. Separate noise emitters from sensitive receptors (see Buffer Standards in Land Use Element.)

Policy—Land Use Element

a. Provide larger mixed use buffer zones.

Policy—Land Use Element

Land Use Element separates most intense Manufacturing zones from Residential zones.

2. Develop performance standards for new uses (see Performance Standards in Land Use Element).

Policy—Land Use Element

a. Include noise standards for new construction of housing and manufacturing

Policy—Environmental Quality Element

b. Amend Noise Ordinance to apply multi-family zone noise standards to mixed-use areas that permit residential uses.

Currently Being Addressed

Health & Human Services Department is in process of preparing new Noise Ordinance.

3. Investigate problem noise sources and develop appropriate solutions through negotiation or enforcement.

Policy—Environmental Quality Element

a. Identify sources of night noise.

Study—Environmental Quality Element

b. Impose Use Permit conditions

Currently Being Addressed

Limitations on permitted noise levels are already incorporated in some Use Permits. Staff will continue to review the mechanisms whereby such limits might be best implemented, whether through performance standards, standard Use Permit conditions, or other means.

c. When City lacks authority develop self-enforced "Good neighbor agreements" between industry (and/or institutions) and residents.

Study-Environmental Quality Element

Analysis would identify situations where such Agreements are needed, would discuss how institutional mechanisms that are fair to all parties could be created to develop and monitor Agreements,

4. Regulate truck circulation

Policy—Transportation Element

a. Pass Truck Route Ordinance

Currently Being Addressed

Truck Route Ordinance has been modified to prohibit through truck traffic on local residential streets.

5. Construct sound walls along the Freeway
a. Study feasibility of University-Gilman sound wall.

Study—Environmental Quality Element

b. Implement Aquatic Park Master Plan policy—construct acoustic berm

Policy—Urban Design Element

c. Negotiate with Caltrans for construction of a sound wall, if feasible.

Further Research Needed

Caltrans apparently unlikely to find any such project until City and Caltrans reach agreement on I-80 plans.

VII. BIO-HAZARDOUS MATERIALS

The primary non-federal regulatory vehicle in this emerging field is the 1991 California Medical Waste Management Act. (There are a number of federal regulatory statutes, primarily administered by the Food and Drug Administration—FDA.) All large quantity generators of medical waste, and small quantity generators using certain disposal techniques must register. The City of Berkeley had intended to become the local Administering Agency for this Act. However, the City found that fee levels permitted by the State were not commensurate with program responsibilities and costs. Therefore, like most jurisdictions which had the chance to operate the program, Berkeley declined.

This decision will hold at least through the 1991-92 fiscal year, and perhaps beyond. Since the City will not be administering the Act, the implementation actions which flow from doing so are not feasible. Task 1 in this section is to **Enforce the 1991 Medical Waste Management Act.** The subtasks are to a. Research the Issues, including source reduction; b. Develop Medical Waste Management Program, to be fee supported; c. Establish City of Berkeley as local enforcement agency to administer 1991 Medical Waste Management Act., and d. Review Medical Waste Management Program after 1st year. All but the last of these subtasks—which staff plans to do—is not feasible.

Task 2 is to **Increase Inspections.** Subtasks are a. Identify Medical Waste generators such as medical and dental offices, clinics, hospitals, surgery centers, laboratories (medical & research), veterinary offices, clinics, hospitals, and pet shops,; b. Evaluate the practicality of regulating household medical waste; c. Identify problem companies, health risks, and possible strategies. All of these tasks are based on administration of the Medical Waste Management Act and are thus not feasible. Task 3 is to **Develop risk management and communication,** with the subtask of technical assistance workshop. This task is also not feasible, because it too relies on Medical Waste Management Act information.

Draft WEST BERKELEY PLAN
PHYSICAL FORM ELEMENT:
Urban Design, Historic Preservation, and Open Space

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I. STRATEGIC STATEMENT

West Berkeley is a unique urban environment within Berkeley (and indeed the East Bay). West Berkeley's built environment encompasses Berkeley's widest range of building and site types--from massive "heavy" industries to single family houses on small lots. It encompasses an equally wide range of building dates--from the 1870's to the 1990's--the result of a virtually continuous process of building and re-building. West Berkeley's built form is the product of decades of additions and subtractions, not of the vision of single developer. This incrementally achieved richness should be conserved and improved as West Berkeley continues to evolve.

West Berkeley is home to striking industrial architecture, historic Victorian homes, and urbane new commercial buildings, as well as purely utilitarian structures and highway-oriented "strips". Industrial West Berkeley's bold forms and sharp edges communicate a message of motion and machine force. Large low buildings on large sites give a valuable sense of (relative) openness in industrial areas. By contrast, the dense weave of smaller structures in mixed use areas convey the sense of a busy workshop. The parks of West Berkeley—despite their deficiencies—are key open spaces softening the environment.

The West Berkeley Plan's design and physical form policies accept and celebrate this diversity of form and use, while recognizing that design can be improved within any given use type and geographic area. The West Berkeley Plan's design and historic policies and programs thus seek to preserve the historic and urban character of West Berkeley in the context of—not in opposition to—its land use and economic development goals. The Plan's premise is that the character of West Berkeley is the product of West Berkeley's buildings and landscapes, the activities carried on in and around the buildings and landscapes, and the people who live and work here. The Plan's and the Element's policies seek to continue and accentuate West Berkeley's history as a successful multiethnic, multiracial, industrially-based community. Thus, the whole Plan--not just this Element is broadly "preservationist."

Yet West Berkeley's urban landscape can be made better--more welcoming of walkers and bicyclists, more gentle with trees and landscaping. The area does suffer from certain problems in the built environment--from pedestrian-unfriendly commercial areas, from unmarked gateways to the area which weaken its sense of place, from overly harsh transitions between different types of areas, and from underutilized parks. Moreover, while the great majority of West Berkeley buildings will remain over the course of the Plan period, some new ones will be added, and some old ones subtracted, and these changes must be integrated as much as possible into the West Berkeley urban environment. These Plan policies therefore seek to further define and develop the urban form of all parts of West Berkeley, to highlight West Berkeley's historic character, revitalize its parks, organize its commercial corridors, intensify the use of commercial nodes while making them more pleasant for pedestrians, and to improve the design of new industrial, commercial, and residential buildings.

II BACKGROUND

1. West Berkeley's History

West Berkeley's history is intertwined with, yet clearly a quite distinct part of, the broader history of Berkeley in the Bay Area. West Berkeley originated as the community of Ocean View, separated by miles of fields from the Campus-based community of "Berkeley." Oceanview and then West Berkeley was a working class community whose residents held jobs in local factories, while "uptown" Berkeley was dominated by academics and professionals. By the end of the 19th century, West Berkeley was a predominantly immigrant community, but native born Whites dominated most of the rest of Berkeley until World War 2. Even today, the residents, jobs, and buildings of West Berkeley are distinctive within Berkeley. Thus West Berkeley's history demonstrates both tension with and participation in the broader city of Berkeley.

The periods of West Berkeley's history and development might very roughly be divided into 6 major periods:

1) 1853-1878--Pre-incorporation--Initial Settlement of Ocean View
2) 1878-1906--"Nineteenth Century" Development;
3) 1906-1941--Twenieth Century Growth;
4) 1941-1945--World War 2 Boom
5) 1946-1978--Post-War Stability and Decline;
6) 1979-____ Contemporary Restructuring and Resurgence

This section will outline key social, political, and architectural developments in each period.

a. 1853-1878--Pre-Incorporation--Initial Settlement of

Ocean View

San Francisco was already an "instant city" of at least 50,000, and Oakland a budding town when Oceanview's first American settlers arrived in 1853. Jacob's Wharf, established in 1853 near the foot of Delaware St. was the port of entry into the community. It was quickly followed by an inn, a grocery store, and a school (at the Franklin School site). Ocean View in this period developed primarily in the area between (current) Delaware St. and University Ave. It served as an agricultural and industrial (and commercial) center, supplying San Francisco and Oakland. In 1860, the area reported 69 residents, most of them working on area farms. By 1874, there was a horsecar line connecting Ocean View and Berkeley.

Ocean View was also an industrial center virtually from its beginning.The first factory—the Pioneer Starch and Grist Mill—opened in 1855. It would be joined by enterprises such as a soap plant and a gunpowder maker. Industrial development got further boosts with the 1876 development of a "shoreline railroad" (the current SP mainline) and of gas mains in 1877 (well before central Berkeley got this service).

Few structures from this era remain. One which does is Higgins' Grocery at 834 Delaware—a simple 2 story redwood building which originally served as both inn and grocery store. The storefront now occupied by the Carpet Center (875 University) dates from an 1875 commercial development.

b. 1878-1906--"Nineteenth Century" Development

Oceanview's decision in 1878 to jointly incorporate as a city with Campus-based Berkeley (which was also then unincorporated) would profoundly shape its history. It may seem odd that Ocean View chose to incorporate with another community with clearly different residents some 2 miles away. In the 1870's--before electric trolleys or automobiles linked the 2 areas the separation was substantial. The communities decided to join forces in part because they both feared being absorbed into Oakland, which was seeking to annex the area. Community leaders also sought improved water service, sewers, and law enforcement. However, the joint incorporation initiated an era in which East and West Berkeley fought over how taxes should be levied and used, where City Hall should be located, and to what extent alcohol should be regulated. East Berkeleyans attempted to impose local prohibition on Berkeley in 1899, and were successful in doing so in 1909 (ultimately the prohibition grew so stringent that Oakland grocery stories could not deliver alcohol to Berkeley customers). The City Hall building, for example, was physically moved several times until settling in its current Downtown location, considered to be "neutral" territory between East and West.

West Berkeley's economic development accelerated in this period, as its industrial life came increasingly to overshadow (but not completely eliminate) its agricultural life. Improved transporation was a significant factor--the building of a railroad station in 1878 at Delaware St. (which would later be joined by Corbin Station north of Gilman) was an important stimulus. Even more important was the 1891 opening of an electric trolley line on San Pablo Ave., followed by a line on 9th St. (the reason for that street's great width). 1891 also saw the inauguration of trolley service on University Ave., but east-west routes were never as important to West Berkeley as north-south ones. New and expanded enterprises included a lumber yard with a pier 1/3 of a mile long for shipping lumber, the Manassee Tannery, and a cement works. By the end of the period, Cutter Labs and California Ink (now Flint Ink) had begun to establish their manufacturing on their current sites. A very few other West Berkeley businesses can trace

their origins to this era--Spenger's began frying fish (at its current location) in the late 1880's.

West Berkeley's population grew with its economy. By 1900, the area's population had reached 1,544, or about 12% of the city's 13,000+ population (West Berkeley today represents 7% of Berkeley's population). In that year, for the first time, a majority of the West Berkeley population was foreign born—including Finns, other Scandinavians, and Germans. Just as today West Berkeley has the city's most diverse population, it was in the late 19th and early 20th Century the center of the foreign-born population.

Incorporation was thus followed by both residential and industrial growth. In 1874, the Berkeley Land Title and Improvement Association was formed to sell lots in West Berkeley, but the promotion had little success until 1878. But the succeeding years saw a proliferation of Victorian cottages, as well as a few grander structures. One modest cottage is the Italianite 2105 5th, erected in 1886. Twin to its southerly neighbor, in the 1890's it housed Thomas F. Dowd, an English immigrant framemaker and Berkeley town trustee from the 6th Ward. 5th St., 6th St., and the block of Delaware between 5th and 6th are particularly rich in homes from this era. Perhaps the grandest structure of the era is the currently abandoned Niehaus House at 7th & Channing. Built in 1889 on a lot originally incorporating a full block, the flamboyant woodwork advertised the products of Niehaus' planing mill a few blocks away. The late 19th Century also generated the Gothic spires of St. Procopius' Church at 8th & Hearst, and Church of the Good Shepherd at 9th & Hearst. Changing technological needs has all but eliminated factory buildings from the period, although there are some remaining portions from California Ink's original plant.

c. 1906-1941: 20th Century Growth

West Berkeley became an integral industrial and residential part of the Bay Area metropolis in the early 20th Century. As noted above, the early 20th Century saw growth in West Berkeley even before the 1906 earthquake. Expanding industries were relocating from San Francisco to the East Bay shore, with Standard Oil's development of a "new town" of Richmond being the most spectacular example. But the 1906 San Francisco earthquake and fire spurred greatly accelerated economic and population growth. Berkeley's population more than tripled between 1900 and 1910, from approximately 13,000 to some 40,000, making it one of the fastest growing cities in the country (no separate figures are available for West Berkeley, but numerous houses were built here in this period). Berkeley was the region's booming fringe suburb. Over 30 factories were constructed in Berkeley in the 3 months after the earthquake (Macaulay Foundry is one example). The Census of Manufactures found 84 factories in 1909.

Rapid although somewhat slowed growth continued between 1910 and 1930. Berkeley's population doubled again by 1930 to 82,000, when West Berkeley reached 5,900. By 1929, there were 173 manufacturers with some 3,400 production workers (the available employment statistic). It was in this era that national manufacturers such as Colgate, Heinz, and Durkee Foods established their California branches in Berkeley (earlier firms were usually locally based).

Many of the buildings of this era remain today. The added factories filled what was then the waterfront (well east of today's shoreline) and blocks along railroad tracks and spurs. The Pfister Knitting (1906), Kawneer (1913), and Heinz Buildings (1929) are all landmark-designated examples of the industrial growth of the era. The area west of 7th St. between Dwight and Heinz--the Plan's Mixed Manufacturing District--

was first developed in this era as "an early industrial park". Although residential growth was somewhat scattered, and not in large scale tracts, 1900-1910 saw substantial development in the University-Dwight and Grayson- Heinz areas. By the 1920's homebuilding had moved north and become more systematic—19 of the 25 houses on assessor's block 2125 (9th-10th, Virginia- Cedar) were built between 1919 and 1928. Hundreds of these "workingmen's homes" from these decades survive in West Berkeley, forming the fabric of most of residential West Berkeley. 2515-27 10th St., for example, is an intact group of "Mission cottages" built between 1925 and 1935. Yet not all were owner-occupied: the 1940 Census found virtually an even split between owners and renters in West Berkeley.

Socially, West Berkeley was dominated by White working class immigrants, but not by any one nationality. Over time, Italians and Mexicans (counted as White in the 1940 Census) joined the Finns and Northern Europeans who dominated earlier. However, the Non-White population in 1940 was less than 3% of West Berkeley's total.Some of the Finns gathered at Finn Hall at 1819 10th St., later known as Finnish Comrades Hall, after non-communist Finns split and established another hall. Others worshipped at the Finnish Evangelical Lutheran Church on Channing between 8th and 9th. Finns would later help found the Berkeley Coop.

Yet while all parts of Berkeley benefitted (in that era's perception) from growth, political issues remained between West and East Berkeley. West Berkeley made a serious, though unsuccessful attempt to secede from Berkeley in 1908. One major reason for the effort was its incorporation in the "reform" City Charter of 1909 of a complete prohibition on bars and alcohol sales in Berkeley, more than a decade before national prohibition. The new Charter also replaced 7 ward representatives on the City Council with 5 at large ones. Even as the Charter was approved by voters Citywide, West Berkeleyans voted it down. Political differences were again highlighted in 1911, when Socialist J. Stitt Wilson was elected Mayor on the strength of winning every precinct west of Shattuck Ave.

The Depression of the 1930's reversed industrial growth--production employment in manufacturing shrank. But to compensate for the economic slowdown, the federal government sponsored many important public projects. Aquatic Park was created this way, as was the Eastshore Highway and the Ashby Ave. extension and University Ave. overpass which accessed it.

d. 1941-45--World War 2 Boom

World War 2 was a critical event in the Bay Area generally, and West Berkeley specifically. The War vastly increased the population of the Bay Area, brought large numbers of African-Americans to the region for the first time, and greatly strengthened its industrial base. West Berkeley participated in this boom as an integral part of an East Bay industrial belt now stretching virtually unbroken from East Oakland to Richmond. Berkeley, however, did not suffer the massive overcrowding and strain on public facilities that plagued mushrooming cities such as Richmond and Vallejo. A new "Shoreline Railway" from West Oakland to the Richmond shipyards was opened, using recycled New York City elevated train cars to carry its passengers. The War resulted in the development of the last undeveloped areas of West Berkeley--generally north of Gilman St. and around the newly extended (to the Eastshore Highway) Ashby Ave., where Potter Creek was still open.[1]

The War produced instant industrial and residential

[1]The very southernmost part of West Berkeley--along Murray and Folger Sts.--had developed earlier, when Emeryville (the area's immediate southern neighbor) did.

growth in West Berkeley. The building which now houses Weatherford BMW at the foot of Potter St. was built in 1942 by the U.S. Navy as a foundry making parts for the Richmond shipyards. Other already established industries--such as Pacific Steel Castings and Berkeley Steel Construction (now Berkeley Forge & Tool) near 2nd and Gilman--expanded dramatically to meet wartime needs. West Berkeley's manufacturers generally boomed on the strength of wartime orders.

West Berkeley's population jumped from 6,100 in 1940 to over 8,200 in 1944, with much of the gain being in Codornices Village,[1] wartime housing adjacent to Albany Village. The war's presence was also felt at 9th & Ashby, where Camp Ashby was established as a training site for Black soldiers in their segregated units. More permanently, the War established West Berkeley's first large African-American community. West Berkeley's 1940 population was only 2% Black, and still had substantial contingents of "foreign born Whites", especially Italians, Mexicans, and Finns. Codornices Village where many of the blacks lived was originally to be closed to blacks (as many wartime projects were). However, pressure from the Berkeley Interracial Committee, backed by Governor Earl Warren, opened it to them. Blacks faced equally difficult conditions in the private housing market, where then legal restrictive covenants prevented blacks from buying, and many landlords openly discriminated against black would-be renters. By 1950, the area was 30% Black, a proportion it has more than maintained ever since.

[1]Codornices Village was built in part on a site mapped for development around a small oval-shaped park, similar to South Park in San Francisco's South of Market. The only remaining trace of this plan is the block long street named Park Way (between Gilman and Harrison, 3rd and 4th) which was to lead into the park.

One notable resident of Codornices Village (in his childhood) was Bobby Seale, later a leader of the Black Panther Party.

e. 1945-1978--Post War Stability and Decline

The post-war era brought stability to West Berkeley manufacturing, but change to its population. West Berkeley was now a mature area--not part of the (then) declining regional core, but certainly no longer on the suburban fringe. Manufacturing employment and (real dollar) value added would continue to rise through the Census of Manufactures of 1972. There was substantial industrial building in the late 1940's and 1950's, though by the 1960's construction had declined. West Berkeley's residential population became increasingly African-American, with a Black majority found in 1970 and 1980. In this period, the City Council (and some others) increasingly perceived West Berkeley as blighted and in need of redevelopment, occasioning many political struggles.

Throughout this period, there were battles over what parts of West Berkeley would be designated for industry, what parts for residences. These battles were presumably spurred by the fact that--for the first time in West Berkeley--there were no more undeveloped areas. The relative economic strength of industry in the period, and economic weakness of the residential sector also probably spurred the calls for industrial expansion.

From the late 1940's through the mid-1950's West Berkeley manufacturers sought to have parts of the residential area south of University Ave. zoned for manufacturing. In 1955, when Berkeley's first Master Plan was passed, the City opted for a more modest approach--designating the area between 4th and 6th Streets as a Special (light) Industrial zone. At the same time, however, the Council approved the demolition of Codornices Village's wartime housing, removing over 1,000 rental units with over 3,500 residents. The Council argued that the land was needed for industrial expansion, but some felt the fact that Codornices tenants were largely Black

spurred the demolition. The issue was again joined in 1967 when the City, led by manufacturer Mayor Wallace Johnson designated the "West Berkeley Industrial Park".

The strength of manufacturing in Berkeley was apparent in this period. The number of plants grew from 187 in 1947 to 263 in 1963, declining to 231 by 1972. In 1967, the peak year for large plants, 86 reported employing 20 or more. In 1964, Berkeley geographer James Vance wrote that the region's growth industries were the East Bay's industries.

Residentially, small (often 5-9 unit) apartment buildings dominated constructed in this era. West Berkeley was in part reshaped by the wave of low rise apartment building which swept the East Bay between roughly 1955 and 1965. In 1967, West Berkeley's residential core was downzoned from R-4 (multi-family) to R1-A (limited two family). Rezoning to R-2--as part of a Flatlands-wide downzoning--had been recommended in 1962 by the City Planning Department, but action here was delayed. The area between Delaware St. and Dwight Way, from 6th St. to San Pablo Ave. had the most apartment construction. Ethnically, West Berkeley was 46% Black in 1960, more so in 1970 (Census errors invalidate West Berkeley's statistics in that year).

This era was architecturally dominated by "modernist" ideas. Stylistically, buildings were radically simplified in the effort to achieve the pure functionality much valued in this era. One notable industrial building is Takara Sake's off 4th & Addison, built for Challenge Butter & Cream in 1947 in streamline moderne style. Other industrial building examples from the period include the reinforced concrete buildings on the Colgate site, constructed between 1946 and 1960. The unusual round building occupied by Berkeley Equipment Rental (2747 San Pablo Ave.,near Grayson) was built in 1952 as a Mel's Drive In. Allston House at 2121 7th (near Addison) is a 1967 publicly assisted (but privately owned) apartment house.

f. 1979-____--Contemporary Restucturing and Resurgence

The most recent phase of West Berkeley's history has been marked by major changes in the nature of the area, although many continuities remain. This "period" brings us to the circumstances which generated the need for the West Berkeley Plan. The manufacturing base has shrunk, though it remains substantial. New commercial areas, largely catering to regional shoppers arriving by Freeway. West Berkeley has increasingly gained an image as a desirable place to live, with predictable effects on housing prices. In this context, unsubsidized housing development has largely shifted to owner-occupied housing, although some live-work rental units have been created. Clearly, the "history" of this period is not over.

Changing political, social, and economic conditions changed the directions of City policy. In 1979 (and again in 1982) the City Council amended the West Berkeley Redevelopment Plan owards a mixed-use orientation. New low income housing was built, and most remaining historic housing in the Redevelopment Area was rehabilitated, although not without generating new industrial-residential issues. This era's issues increasingly became how vacated industrial sites should be reused, rather than what non-manufacturing areas should be designated for industrial expansion. Indeed, the mid-1980's reuse of the large former Durkee Foods site near 7th & Heinz for (primarily) office and laboratory uses pointed up the need for area-wide planning policies, and led to the initiation of this West Berkeley Plan.

The volume of new building in the last 15 years has not been as large as in the preceding decades. Perhaps future historians will judge it to be of higher quality--certainly contemporary architects have had more complex, decorative, and historically minded intentions than their immediate predecessors. One notable public building is 1981's West Berkeley Senior Center. San Pablo Avenue received a rare infusion of new retail space with the development of a gourmet food "mini-mall" at the corner of Cedar. Industrial development has been relatively limited, though a number of companies have added to their facilities. Two major examples have been Pacific Steel Casting's Plant #3 (1979) at 2nd & Camelia, and a research and development facility at Miles (1985). Much of the period's architectural activity has been in the reuse of old buildings at sites such as 4th St. Center (4th north of Hearst), Parker Plaza (9th & Parker), in the remaining Durkee Building (Heinz west of 7th) and Acme Bakery at 9th & Pardee.

By historical standards, there has been relatively little residential building in this period. Publically assisted housing and live-work have been the leading forms. Live-work spaces were initially created by conversion of industrial buildings, but are increasingly created through new construction. There have also been a few conventional residential condominiums built.

This Element now turns to look at what the juxtaposition of these variegated buildings, the streets they are on, and the open spaces between them has developed as the physical form of contemporary West Berkeley.

2. West Berkeley's Places—An Overview of Subareas and

Strategic Locales

The various land uses, scales of building, street grids, histories, and levels of traffic, and density of tree cover in different subareas of West Berkeley give them distinctly different urban design characters. These existing conditions form the context for both public and private development of buildings, street improvements, and other constructions. This analysis now highlights some of the major conditions and issues throughout West Berkeley by looking at 5 types of areas. Obviously, there are internal differences within the areas--this section seeks to capture the major features and issues in each. It is acknowledged that, because the concious shaping of all of West Berkeley as a physical unit is a relatively new activity, and because this Plan divides West Berkeley in a new way, there remains much analytical work to be done for these areas. The 5 major area types are:

a. Commercial nodes—Areas of commercial concentration such as 4th & Hearst, University & San Pablo
b. Entry Corridors—such as University Ave. and other Freeway exits
c. Industrial areas—general industrial districts (the Manufacturing and Mixed Manufacturing Districts) and the Mixed Use/Light Industrial districts.
d. Mixed use/Residential districts along 5th St. and around Grayson St.
e. Residential Core—The districts with Residential (R) zoning.

This section describes existing physical conditions and suggests problems or issues, and opportunities for physical action in various of the subareas of West Berkeley. Because of the large size of West Berkeley and the many distinct areas within it (described below), this section does not attempt to describe existing physical conditions across the whole of West Berkeley. However, the Goals and Policies section does develop concepts to link all of West Berkeley together as a physical unit (without losing subarea distinctiveness). These concepts are based on the issues and opportunities identified for specific areas in this section of the Element.

a. Commercial Nodes

The commercial nodes--the concentrated retail districts and those locations which could become such--are undoubtedly special places within West Berkeley. A commercial node is defined as a commercial area small enough for people to comfortably walk around in (thus we treat University at 4th and at San Pablo as 2 separate nodes). The nodes serve as places where West Berkeley residents gather, and which attract non-residents to the community. For many people, they symbolize the physical character of West Berkeley. Developing concentrated, compact commercial districts serves both the Plan's land use goals--creating a district that can be served by transit and centralized parking, preventing retail from sprawling into areas needed by industrial uses--and physical goals such as creating areas enjoyable for people to walk around in. The commercial nodes are thus deserving of special attention in crafting a physical form plan for West Berkeley.

One proposal this Element makes--building off the Preferred Land Use Concept--for all nodes is to require retail as the ground floor use in the nodes, allowing a variety of upper story uses. This requirement will strengthen the nodes and prevent the intrusion of uses (e.g. a monolithic office building) which break up the node's streetlife.

1. San Pablo & University

San Pablo and University is the crossroads of West Berkeley--where its 2 busiest streets, its 2 busiest bus lines--come together. Yet the blocks around this busy intersection also form the one true neighborhood-oriented commercial district in West Berkeley (although many stores also attract a regional clientele). Developed initially in the early 20th Century trolley era, the district has often suffered difficulty competing and social problems in the automobile age.

There are no precise borders to the district, since commercial zoning stretches in both directions for blocks along San Pablo and University. Uninterrupted retail stores reach north along San Pablo to Hearst, south to Addison and just past, east perhaps 1/2 block along University (to the West Berkeley Library) and west to about 9th St. (Freight & Salvage is an outlying "retail" site on Addison east of San Pablo). Within the area one finds a small general grocery, groceries specialized by ethnicity, groceries specialized by type of food sold (cheese, canned goods), a post office, a drug store, a bank and a check cashing company, low-priced restaurants and thrift stores, as well as a stationery store and an artists supply store. The University to Addison block of San Pablo has continuous 1 to 2 story retail frontage, is the heart of the neighborhood serving businesses, and clearly attracts the most pedestrian traffic. Property owners have made little attempt to highlight the distinctive brick and wood facades, even on the landmark drug store at the southeast corner of University and San Pablo. Scattered properties have upper story uses--an apartment building at 1970 San Pablo, upstairs offices on University between 9th and 10th, but these are relatively rare.

Perhaps nowhere else in West Berkeley is the physical gap between the real and the ideal more clear. Yet the challenge for redesigning the district will be to make it physically more pleasant, without driving away the low-moderate income clientele it largely serves. This will take careful study, but some preliminary ideas can be suggested. Plugging the "hole" at the northeast corner of University & San Pablo (left by the vacation of the Chevron station and the scuba shop) with a strong, street oriented building is a clear priority. Encouraging new housing through methods such as modified parking requirements will be important at this node.[1] Slowing traffic on these major arterials will be difficult, but if any methods (through additional traffic signals or other means) could be found, it would no doubt improve the "ambience" of the area. Improved bus shelters--perhaps with historical or artistic posters--would be very valuable at this main transfer point. Facade improvement projects could be quite important here. Billboards which loom over the intersection could perhaps be removed.

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[1] It is instructive to note that virtually none of the mixed-use retail/residential buildings anywhere on San Pablo Avenue meet current parking standards, and that they could not be built if they had to meet them. Some provide no parking whatsoever. In other cases, parking falls well below current requirements. For example, 2501-07 San Pablo, the brick-faced building built in 1925 at the southeast corner of San Pablo & Dwight has 6 residential units above a restaurant and 2 storefronts, totalling some 4,700 commercial square feet. The site currently has 4 parking spaces in the rear, and could probably accomodate a total of 6 if an on-site shed were demolished. However, current parking requirements would require that 15 spaces be provided.

b. 4th & University/Hearst

The 4th & University/Hearst commercial area sits at Oceanview's historic center, but has been substantially renewed in recent years. Although the area is functionally an "island", largely surrounded by industrial uses, it is internally a quite pedestrian friendly shopping area. Its mix of old and new buildings, small and large shops, many with comfortable "street furniture", has proven very attractive to shoppers and diners from throughout the East Bay.

Locationally, retail and restaurant uses of various types are strongly present along both sides of 4th St. from the former right-of-way of Delaware St. (and just beyond) across University Ave. to Addison St. The West Berkeley Plan seeks to also "loop" the retail district down Addison St., past tourist attracting Takara Sake, and across the railroad tracks to the entrance to Aquatic Park. In addition, the Truitt & White lumber sales complex along 2nd St. between University and (old) Delaware seems strongly linked to 4th St. economically, but weakly linked physically.

Each main retail block of 4th St. has a different commercial and physical character. The Delaware-Hearst block is largely taken up by a complex of small boutiques, restaurants, and home goods stores, with offices above them. The 2 story stucco-sided buildings are a carefully designed blend of rehabilitated and new structures. The neo-classically styled Ghego House on this block, built by the politically prominent Heywood family in 1877, is currently being rehabilitated for retail and housing use.

The next Hearst-University block is almost totally dominated by the centenarian Spenger's Restaurant on one side, its full block parking lot on the other (with the modern Nature Company occupying one corner). Although Spenger's has several building styles--as the complex has been expanded over the decades--and entrances, it is a large scale use, listed as one of the 10 largest restaurants in America. To the west of this block, at the 3rd St. railroad track & University, is the shelter structure currently serving as Berkeley's train station, and terminus for 3 bus routes.

To the south, past a rather discouraging passage under the University Ave. viaduct, is the University-Addison block of generally mid-sized stores and restaurants set amidst parking lots. The west side houses the stucco box of Brennan's, a decades old bar and--along the train track--the Mission Revival style China Station restaurant, built in 1913 as Southern Pacific's Berkeley mainline station.

Despite the success of the area, physical improvements here are possible and useful. One example is a revived train station. With the current expansion of rail service on the San Jose-Sacramento corridor, it is possible to build a new train station which will be an anchor and itself a gateway to West Berkeley. The Redevelopment Agency is planning to highlight a pedestrian path from the district up 5th St. to Cedar, to more closely link the area to surrounding residential uses. There is little travel between 4th St. and the Delaware St. Historic District, only one block, where commercial activity has been much lower. Signs for historic buildings and sites would help highlight the past of this oldest of West Berkeley districts. The area is close to the Waterfront and Marina, but it is very difficult to reach them except by car, since the pedestrian/bicycle path is circuitous and even dangerous.

7th & Ashby

The 7th & Ashby area is the newest, and perhaps most unconventional, commercial node in West Berkeley. Domi-

nated by just 2 major retailers (Whole Earth Access and Weatherford BMW) with Ashby Lumber just across Ashby Ave., the area has begun to attract smaller retailers--and is linked to San Pablo & Ashby by the massive Heinz Building. Retailing here functions not in the purpose built structures found on San Pablo Ave. or even 4th St., but in converted industrial buildings--creating such unusual features as an auto dealership with vast high ceilings. 7th & Ashby to date has provided little in the way of amenities, and has indeed lacked even such usual basics as sidewalks (with would be sidewalks currently devoted to parking here). Nonetheless, with its strategic location, and despite traffic problems worse than those experienced at any other West Berkeley node, the area seems poised for future growth.

Functionally, the borders of the 7th & Ashby commercial area is still being determined. The West Berkeley Plan defines the commercial district as extending from roughly where 8th St. would be (if it continued) on the east to the 3rd St. railroad tracks on the west, from Anthony St. on the north to Ashby Ave. on the south (not all of that area is designated commercial). The building materials merchants south of Ashby Ave. (such as Macbeath Hardwood) identify themselves as primarily wholesalers, and thus preferred to be in the more appropriate Light Industrial district, though there is presumably some relationship with such businesses as Orchard Supply Hardware north of Ashby. The "Durkee" Aquatic Park office complex is on the fringe of the retail district, and another such complex is currently proposed.

Since 7th & Ashby is now, in name and in fact, a commercial district, it should be appropriately equipped as one, and no longer viewed as an industrial area. A search is beginning to locate an appropriate site for a consolidate parking structure for this sometimes congested area. A traffic signal is being installed at 7th & Anthony, with another planned at 9th & Ashby, to improve traffic circulation in the area. Pedestrian movement across 7th St. at Potter--typically from one part of Whole Earth Access to another--must be improved. Basic sidewalks through the area--to encourage pedestrians to walk from one place to another (and "external" destinations such as the Heinz Building)--must be created. In another vein, a historic marker for Camp Ashby--the all-Black World War 2 training camp--would be appropriate.

d. Other San Pablo Ave. nodes

Along San Pablo Ave., the intersections of Gilman St., Dwight Way, and Ashby Ave. are commercial nodes--to some extent actual nodes, to some extent potential ones. Each of these major streets has a bus line serving it, has commercially designated area to the west of San Pablo Ave. (although none to the east beyond the immediate San Pablo frontage) and has existing commercial uses and buildings. Gilman and Ashby have freeway exit traffic. Dwight is close to the concentrated office-based employment along 9th St. of Parker Plaza and Fantasy Records. In the context of the San Pablo Ave. "strip," each already represents an upwelling of retail stores amidst generally non-retail uses (although the distinction is least clear at Gilman). Ashby and Dwight are far from competing retail nodes, while Gilman has a small one east of Santa Fe Avenue. These nodes are thus good sites to encourage further retail, housing, and office use.

The nodes extend roughly 1 block north and south of their main intersection on San Pablo, and 1 to 2 short blocks west on the east-west street. The precise configuration varies--at Dwight, for example, continuous retail frontage extends almost 2 blocks south on the west side of San Pablo Ave., but

is blocked almost immediately to the north by auto repair and residential buildings without commercial uses. The Ashby node arguably extends across the Heinz building towards the 7th & Ashby concentration. Uses at the nodes vary--Dwight and Gilman have several restaurants, Ashby and Gilman are having Walgreen's Drug Stores built, Gilman has entertainment uses of various kinds. None have a full range of neighborhood serving uses--for example none has a full line grocery store of any size (though Gilman does currently have a fish market and Dwight a produce market).

Many of the same measures which could aid University & San Pablo could aid these nascent nodes as well. Facade improvement programs, improved street furniture, and improved linkages to their retail "watersheds" (through means such as routes planted with "signature" trees) would aid these districts as well. Gilman and Ashby are likely to provide the most opportunities for positive new developments, while Dwight has the most buildings which already contribute.

2. West Berkeley's Entry Corridors

The points of entry and the passages leading from them (by road or other means) into a city or an area are critical in establishing a locality's identity. These gateways and entry corridors are the first sight a visitor arriving in the city sees. They are areas of transition, places which communities use to highlight their identity. Doing so can build community pride and strengthen community image, which perhaps can be translated into retail sales and other economic activity in the community. The ways communities mark their gateways are various--San Leandro is building a monumental gateway structure at the entrance to the city on East 14th St., while Oakland has erected oversized Welcome to Oakland signs (with the City's logo) at various entry points. The Lorin District signs and historic African-American figures banners on Adeline St. mark both a gateway and a commercial area. The multilingual "Welcome" banners which were hung on University Ave. are in part a gateway-marking effort. In the 1920's, San Pablo Ave. just north of University sported a gateway arch, with arrows pointing east towards Downtown Berkeley and west towards "Industrial District".

This section discusses West Berkeley's major entry corridors, which also serve as the entrances into Berkeley as a whole, and how they might be improved. The ideas expressed on specific actions to improve the corridors are very preliminary, and are expected to change.[1]

a. University Ave.--The Major Gateway

University Ave. has almost always been the primary western gateway into West Berkeley and Berkeley. With the viaduct over the railroad tracks giving one an aerial view of central West Berkeley, it is easy to gain a sense of entry on University Ave. With a railroad station, University is the only gateway for the non-motorized traveler. University leads into old Oceanview, to the University & San Pablo node, and beyond through central Berkeley.

University as a gateway clearly divides at 6th St., the westernmost intersection where overpass users can turn off into West Berkeley (the viaduct "touches down" just east of 5th St.). This presumably generates a sense of entry around this point. East of 6th, University Ave. becomes one of the denser commercial stretches in West Berkeley, with a new 2

1 The Oakland and Albany borders along San Pablo Avenue also represent entryways into West Berkeley, although less critical ones. By improving the Gilman and Ashby commercial nodes, which begin close to the city borders, the city can also highlight the transition into Berkeley.

story "shopping center" between 7th and 8th on the north side, a large scale motel on the south side of that block, and the UC (residential) Hotel between 9th and 10th, among other uses leading to the San Pablo commercial node. Beyond San Pablo, development on the street thins out, although there is not the sharp "industrial" to single family residential transition found on Gilman and Ashby.

University is clearly the aesthetically strongest of the 3 major gateway streets. Strengthening the streetwall as additional properties redevelop is one design consideration. Coordinated tree planting could also reinforce University's image. If the historic San Pablo/University gateway were restored it would point out University's gateway role, although less grandiose signage could also serve this purpose.

b. Ashby Ave.--Southern Entry

Ashby Ave. is an increasingly important route, especially into West Berkeley. Yet, other than glimpses of Aquatic Park and dramatic buildings like Weatherford BMW and the Heinz Building (sharing space with some undistinguished ones), there is little to highlight this gateway into the city. There is no landscaping along the street, have never been any banners, and are many buildings which turn their backs to the street. Ashby has the longest route across Berkeley of the 3 entry streets, and connects to other regional routes. Yet much of West Berkeley Ashby is in an underpass (from the railroad tracks to just west of 7th St.), limiting its power as a portal there.

One entry point on Ashby is clearly 7th St., when a driver emerges from the underpass. The second is at San Pablo, having passed the huge and magnificent Heinz Building, and then driving past (mostly) rows of small homes. Ashby up to San Pablo is in one way more clearly a single gateway than University or Gilman, there is only one through turnoff (7th St.) and one secondary one (9th St.) on Ashby, almost forcing the driver to stay on the street.

The only entry corridor with different land use districts on its northern and southern sides, Ashby presents unusual problems in developing a coherent character. Ashby probably presents more difficulties because it is not part of the oldest street grid of West Berkeley, but was extended in the late 1930's, giving it less time to develop character. Despite these problems of physical setting and contrasting uses, there is potential for visual and physical improvement of the street. This work should clearly proceed in conjunction with work in the 7th & Ashby district.

c. Gilman St.--Industrial Entry Corridor

Gilman St. is an important route into West Berkeley for the Manufacturing District, and a large part of the Light Industrial district, as well as for North Berkeley generally. The West Berkeley Plan's land use concept designates Gilman St. west of 10th primarily for industrial (and secondarily for office) uses. Likely to become more important in the future, with the development of the University's 12 acres of Harrison lands, Gilman must be recognized as a key industrial, corridor.

Gilman St. might be said to have 2 metaphorical"gates" in its entrance passage--one at the 3rd St. railroad track, one at San Pablo Ave. The Gilman Freeway exits, unlike University or Ashby deposit the driver at street level, in a somewhat confused intersection. Crossing the tracks will hopefully catch a driver's attention, especially as doing so is followed by the

landmark and visually distinctive Tannery complex. This "gate" is the entry to "West Berkeley." It is followed by a series of generally industrial buildings which--for lack of obvious effort to appeal to passers by--may seem monotonous, but actually vary in materials used, height, roofline, window treatment, and other aspects. At San Pablo Ave., one passes from the industrial zone to an area of small houses, this may well be viewed as the "gate" from West Berkeley to "Berkeley", as it is often thought of.

How can Gilman be improved as an entry corridor, while recognizing that it is to remain an industrial corridor? Many of the answers may simply involved improved design of both private sites and the public right-of-way. New buildings can come forward on their properties to strengthen the "street wall" of buildings where it exists and shape a new one where it does not. This can be done without a loss of industrial utility (as the many existing "street-holding" industrial buildings demonstrate). Buildings need not be retail sites to "turn their faces"--their doors and windows--to Gilman St. They need not present a blank wall or parking lot on Gilman, as some of the newer buildings east of 6th St. do. Even industrial buildings can at least in part "turn their faces"to Gilman St. rather than side streets or parking lots. Gilman may be a situation where greater design uniformity--similar setbacks, heights, landscaping,etc.--may improve the image of the street, since present diversity is not perceived positively.

3. The Mixed Use/Residential Districts

The Mixed Use/Residential districts are among the most urbanistically interesting and complex in West Berkeley. They consist primarily of a highly unusual mix of moderately scaled light industrial uses (with occasional larger scale plants) with residential ones. Their complexity is the product of successive periods of predominantly residential development, followed by mostly industrial development, and most recently residential and live/work development again. Once thought of as among the city's least desirable locales, these areas are becoming increasingly sought after. This complexity, along with the renewed sense of desirability of the area, means that the area requires particular sensitivity in new development (see Goal D).

Most of the area designated Mixed Use/Residential (MU/R) is within the existing Special Industrial (SI) district, a fact which has shaped its development. The district stretches from Camelia St. to Dwight Way (interrupted by University Avenue's commercial zone), from 4th St. or the 4th/5th midblock line to 6th St (covering all or part of 23 blocks here). Between Camelia and Dwight, 5th St. is the one street almost entirely zoned Mixed Use/Residential and best reflects its character. The other MU/R district takes in all or part of 12 square blocks between 7th and the San Pablo commercial strip, Carlton and Heinz Sts (currently zoned M). The portion of the MU/R between University and Cedar St. is in the West Berkeley Redevelopment Area.

The area is characterized by intense, but modestly scaled development. Buildings--especially industrial buildings--typically cover most of their (usually rather small) lot, with no or minimal front yards. Even many houses have essentially no front yard or only a few feet of setback. Building heights are most commonly 1 and 2 stories, although such structures as DeSoto, Libby Labs, and some large houses are taller. Most blocks have a mix of uses and periods of building such that no single building style predominates. Exceptions are the Victorian buildings that have been regathered on the Delaware Street Historic District on Delaware St. between 5th and 6th St. (though these have modern housing behind them)

and the late Victorian/Edwardian cluster of houses around 5th and Addison.

The area's physical character is generally perceived as pleasant, though opportunities for improvement remain. In the Redevelopment Area (as noted above), 5th St. is scheduled to be improved as a strengthened pedestrian axis to the 4th St. commercial area, with installation of missing sidewalks and intensified tree planting. The pedestrianization of the street is also designed to buffer the effects of those "heavier" industries whose properties span the block from 4th to 5th St. The area also abuts heavy industry along 7th St., and while its scale is much lower than west of 7th St., few actual residents are on or near 7th St. The physical form of new development--especially live-work buildings--is an important concern in the area. While residents have access to James Kenney Park, Aquatic Park, and San Pablo Park, there is no public open space within the area itself. Development of such a space seems unlikely, but added tree planting (many blocks have few or no trees) and new accesses to Aquatic Park at Channing and Heinz would improve landscaping and open space conditions there.

4. Industrial Districts

Despite the changes of recent years, most of West Berkeley's economically active area continues to be in industrial districts. The West Berkeley Plan designates two general industrial districts--the Manufacturing District in the north and the Mixed Manufacturing district in the south. It also designates much of the area as Mixed Use/Light Industrial (green)--covering light industrial areas from Harrison St. near Albany to Folger St. near Emeryville. Most of these industrial areas are not seen or used by people who do not work or do business there, although 7th St., Ashby Ave., and Gilman St. are major streets which pass through or alongside them. The districts illustrate almost the full range of 20th Century industrial development--in building and lot size, building age, materials used, building/roof shape and height. Landscaping and setbacks are almost universally absent, although some of the larger sites (such as Miles) and a few of the newer sites (such as General Parametrics at 9th & Gilman) devote much of their land to parking. The Mixed Manufacturing district is dominated by large, multi-building sites (Miles, Colgate, Temescal), whose development was initiated in the early 20th Century. 4th St. south of University is typified by post-War concrete "warehouse" type structures, though there are exceptions (e.g. the 1910 brick building--now used for auto repair--at 4th & Dwight). Tall metal "sheds" for working metals are common around Gilman St. in the Manufacturing district. Industrial area landmarks include the Kawneer building at 8th & Parker, the City's original garbage incinerator near 2nd & Harrison, and the Durkee Building on 7th St. west of Heinz. Ironically, West Berkeley's only open creek--Codornices Creek--edges the industrial area.

Usefulness has generally been the chief design criterion in these areas, as is appropriate in districts whose primary constituency are workers and people doing business there. Thus, new buildings (and building rehabilitations) here should first of all be functional for the businesses and comfortable for their employees. However, there are instances where building decisions in these areas can affect the broader public. The "edges" of these districts--such as Dwight Way, 7th St., Heinz St. are places where they meet less intense ones--buildings and sites should be landscaped and scaled accordingly. Particular care is required where general industrial districts meet areas which are wholly or partially residential (see Goal D). To some extent the western edge of the district--along Eastshore Highway and along the railroad next to Aquatic Park provides a visual image of West Berkeley for the passing freeway

driver. However, it is somewhat difficult to discern from the freeway, and will become more so if and when the Aquatic Park soundwall is installed. The role of Gilman St. and Ashby Ave. as corridors through and along the districts has been noted. Tree planting and landscaping along these edges and corridors provides far more benefit to the general public than it does on streets interior to the general manufacturing districts (Manufacturing and Mixed Manufacturing) although such interior plantings would presumably be seen as amenities by area workers. Development on major sites of an acre or more in these districts are key in shaping the overall character of their districts and West Berkeley, and should thus aim for both internal coherence and integration with the broader fabric of West Berkeley (see Goal E).

Policies towards older buildings in these districts, particularly in the relatively small general manufacturing districts (where non-industrial uses are deliberately limited) can present painful choices. City policy seeks to maintain historic buildings, and most historic industrial structures have been preserved in recent decades. What is termed "adaptive reuse" of buildings (i.e. change of use from industrial to another use) is often possible, particularly in the Mixed Use/ Light Industrial zone--although this must be balanced against the district's central purpose of maintaining light manufacturing sites. In other cases (such as apparently at Temescal) there is market demand to reuse older industrial buildings for industrial purposes. The City should certainly support the reuse of existing industrial buildings for manufacturing and other industrial purposes, and should explore how such reuse can be encouraged. However, there are cases, particularly on "heavier" industrial sites, where buildings have become obsolete for industrial purposes. In some cases, buildings may be moved (if sites and users are available), in other cases they are too fragile to survive a move. In these cases, there may be no choice but demolitions if the industrial use of the site is to be maintained.

5. The Residential Core

The core residential areas of West Berkeley have been physically quite stable, even as they have struggled with the social problems of poverty, crime, and drugs. The core areas are built up almost exclusively with single family and small multi-family buildings, with the occasional church, or the even more occasional corner grocery breaking the pattern. Along with the evidence of poverty, there is much evidence of care for the environment.

The residential core area covers some 60 square blocks (some only partially) between Camelia and Dwight, 6th St. and San Pablo. The University and San Pablo Ave. commercial frontages are in commercial zoning districts, although the uses there obviously influence the character of the blocks they are on. Generally zoned R-1A (limited 2 family), portions of the blocks north and south of University are zoned for multi-family construction, although opportunities to do so are limited.

The residential core can be subdivided for analysis in different ways. Apartment buildings are almost exclusively concentrated in the blocks between Delaware St. and Dwight Way (except for a small cluster around 7th & Camelia), although even in this area there are large numbers of single family homes. Thus these blocks tend to mix early 20th Century single and 2 story homes, with 2-3 story mid-20th Century apartments, although apartments are somewhat more common towards the corners than at mid-block.

The historically oldest parts of the residential core are

the areas between roughly Addison St. and Delaware St., although the blocks surrounding Channing Way also saw significant development in the 1880's and 1890's. The area developed last is that north of Cedar St., which was largely built up with cottages and bungalows in the 1920's and 1930's. Major landmarks of the area include the Niehaus House at 7th & Channing, built in 1889 by the owner of West Berkeley's then leading planing mill (and currently abandoned, along with 10 attached apartments). Two strong Gothic style churches on Hearst are Church of the Good Shepherd at 9th St. (1878) and Saint Procopius' Church (built as Westminster Presbyterian Church at 8th St. However, much of the historical/architectural significance of structures here comes from groupings of houses, rather than from individual structures.

A full block of open space, as well as a recreation center, exists in the northern residential area at James Kenney Park (7th to 8th, Delaware to Virginia)--bought by the City before it was developed. The southern area has no such large park, but has playground equipment and playing fields at Columbus School, and a mini-park (G.Florence Park) on 10th between Addison and Allston. In recent years, both desire for additional open space, and concern about the crime and drug activity that sometimes occur there have been expressed by neighborhood residents.

There has been little physical change in recent years in the residential core, and there is little reason to expect much in upcoming years. One reason for this is that most of the area is built close to or more densely than the density permitted by current zoning. Some of the apartments were poorly built in the 1950's and 60's and will require rehabilitation to maintain them as affordable housing stock--such work provides an opportunity to improve some of their aesthetic qualities as well. Similar conditions exist in some units occupied by elderly homeowners. While some blocks have magnificent stands of trees, others are relatively barren, tree planting could beautify these blocks through community based effort.

III AN URBAN DESIGN VISION FOR WEST BERKELEY

What threads together this Element's proposals for various areas--its goals and policies, its implementation measures is an urban design vision for West Berkeley. It is not a vision of stasis--of keeping all buildings and sites exactly as they are, and assuming that nothing ever need be changed or removed. Nor it is a vision of clearance--of recklessly blasting away existing buildings or existing uses in search of what is believed to be "modern." It is rather a vision of **conservation, creativity**, and **integrated development**--of maintaining West Berkeley's historic, architectural, and use character(s) while welcoming suitable new development (which can sometimes be formally innovative development). West Berkeley's rich past has given it a wealth of historical and architectural resources which should be preserved, its future should give it buildings and places that will be landmarks for future generations.

The urban design vision seeks to link the many diverse elements of West Berkeley various areas of West Berkeley. A resident, a worker, a visitor should know when she passes from the Commercial to the Mixed Residential to the Manufacturing district. Yet there should be features which link this **large and diverse collection of places** together and give it a sense of overall "West Berkeley" identity. Some of the most important linking features (which are discussed in greater detail in the Goals and Policies Section) are:

· **Enhancement of commercial nodes and corridors**: The commercial nodes and corridors are the places in West Berkeley used by the most people. It is important to improve the visual character and physical layout of key commercial corridors, and encourage nodal development along these corridors.

· **Entry Corridors**: The **entry corridors** are important in setting the tone for West Berkeley. Defining the image and character for **the city's major gateway--University Ave.--and for the other entry corridors** which lead into West Berkeley--Ashby Ave., and Gilman St., and the northern and southern ends of San Pablo Avenue is a major urban design task.

· **Greening of the Streets**: Trees provide green relief amidst the concrete and asphalt of West Berkeley. Expanding street tree planting to additional streets in West Berkeley will further this task. Street tree planting can be designed to address specific needs or conditions, such as enhancing residential areas, visually connecting residential and commercial areas, framing views, or improving the visual appearance of commercial streets and major roadways.

·**Connections to existing public parks**: West Berkeley's open spaces resources are not used to their fullest extent. Improving the pedestrian, bicycle and vehicular access to existing public parks, especially to the Marina area and Aquatic Park, will help West Berkeleyans (and Berkeley residents generally) enjoy their parks and will also help link the area together.

IV GOALS AND POLICIES

URBAN DESIGN GOALS AND POLICIES FOR WEST BERKELEY

See the Urban Design Vision for West Berkeley above, for the overall rationale tying together these goals.

Goal 1

Preservation and enhancement of the vital commercial corridors, particularly San Pablo and University Ave., with intensification of commercial and mixed-use development at key intersections or "nodes".

Policies for nodes

1.1 Encourage nodal development, to intensify commercial at major intersections along commercial streets. Nodal development should be encouraged at and around the intersections of: San Pablo at University, San Pablo at Dwight Way, San Pablo at Gilman, San Pablo at Ashby, 4th and University/ Hearst, and Ashby at Seventh.

1.2 Provide consolidated parking as needed to serve commercial nodes.

1.3 Focus pedestrian improvements at nodes, including cross walks, adequate sidewalks, night lighting, transit stops, telephones, disabled accessibility improvements, consolidated newsracks, public clocks and other features.

1.4 Require retail as the ground level use in nodes, with residential or office uses above the ground floor.

1.5 Encourage neighborhood-serving retail business to locate at these nodes.

Policies for commercial corridors, including nodes

1.6 Develop standards and incentives for facade and signage improvements along the commercial corridors. Encourage signage and facade design to improve the appearance of the street, and to minimize the appearance of strip commercial development. Signage and facade design should be urban instead of suburban in character, and pedestrian in scale. This can be done through the design of signs, building materials, storefront windows, and other exterior features.

1.7 Insure that new construction along the corridors maintains and strengthens the urban character of the street by locating new buildings at the front property line to reinforce the streetwall; locating parking at the side or rear of the lot, and designing street facades and ground level doors and windows to include elements of pedestrian scale and three-dimensional interest.

1.8 Develop incentives to encourage new construction to be 2-4 stories in height (and to incorporate residential and office uses above the ground floor) along these corridors, especially at nodes.

1.9 Encourage conservation and active utilization of existing buildings which contribute positively to the character of the streetscape.

1.10 Encourage infill buildings on vacant and low intensity use sites along these corridors. Residential and/or office uses should be encouraged, where appropriate.

1.11 Develop incentives to encourage housing along these corridors, such as a reduction in parking and other site development standards.

Goal 2

The interrelationship between the urban design and transportation goals should improve accessibility between jobs, homes, commercial, recreation and educational centers to minimize dependence on the automobile. (Also see goals in Transportation Element.)

Policies

2.1 Coordinate transit routes and transit improvements with the commercial nodes, to provide transit in key areas, and to integrate the transit so as to reinforce pedestrian circulation and support the design and function of the node.

2.2 Improve transit amenities at bus stop locations by providing bus shelters, improved bus signage, maps, telephones and benches, and other transit improvements as needed.

2.3 Pursue construction of one or more parking structures, to be located in West Berkeley with good access to the freeway and to mass transit, and the train station, to be used for West Berkeley businesses and as satellite parking for Downtown and the University. Seek to integrate the design of these structures with their areas as much as possible.

2.4 Take aggressive action to develop an adequate train station in West Berkeley, near University Avenue, for commuter and long-distance train service.

2.5 Encourage consolidated locations for shared parking facilities, where several different uses would share parking in a consolidated location.

2.6 Promote bicycle usage by providing adequate, safe bicycle lanes throughout West Berkeley, which connect to the existing network of bike paths in Berkeley and connect to parks, schools and commercial areas.

2.7 Provide adequate sidewalks and other forms of pedestrian connections to nodes and key locations throughout West Berkeley.

Goal 3

Visual improvement of the University Ave. gateway and the other entry corridors into West Berkeley, so as to provide a positive image as one enters Berkeley. In addition to the University Ave. gateway, the entry corridors into West Berkeley are Ashby Ave. and Gilman St., and the northern and southern ends of San Pablo Ave.

Policies

3.1 Explore ways to improve the visual character of these entry corridors, to highlight the sense of place and image of Berkeley along these corridors.

3.2 Encourage new construction and renovation of existing buildings (those that contribute significantly to the streetscape) and restoration of historic structures to address in a positive manner their location along an entry corridor. New buildings should generally be placed along the front property line to strengthen the urban character of streets, and maintain or strengthen the "streetwall" of buildings along these corridors, while parking should be placed at the side or rear of the lot. Signage and facade design (of features such as doors and

windows) should be urban instead of suburban in character, providing visual interest while remaining appropriate to the use(s) of the building.

3.3 Encourage landscaping and screening of existing parking along these entry corridors, adjacent to the streets (in the right-of-way) and on private property.

3.4 Consider special lighting on the gateway corridors to enhance them at night.

3.5 Encourage high-quality, urban style, cohesive signage along these streets. Monument signs with appropriate bases are encouraged, instead of pole signs. Remove both ground level and building-mounted billboards whenever possible.

3.6 Support and reinforce University Ave. as the primary gateway to West Berkeley and Berkeley generally. Explore reconstruction and replication of the historic gateway structure which was located on San Pablo Ave., near University Ave. Assure that any changes to the University Ave. viaduct are consistent with the street's role as gateway.

Goal 4

Development in locations where there is a juxtaposition of uses and building scales-- particularly when concentrations of residential uses are adjacent to more intense uses--should be sensitive to the character of both the less intense and the more intense uses. This will be particularly important in the Mixed Use/Residential zone and on the "edges" where industrial zones (especially general manufacturing zones) meet zones which permit residential uses.

Policies

4.1 Developments in such "edge" locations should seek to minimize--to the greatest degree possible--abrupt changes of building scale.

4.2 Developments in these locations should use tools such as increased building setbacks or upper story stepbacks, landscaping, and other means to reduce the impacts of differences in scale, style, and site plan.

4.3 Developments in these locations should be generally respectful of existing architectural styles in their location, but need not simply imitate these styles.

Goal 5

Development on major sites of 1 acre or more should be both internally cohesive and sensitively designed on the site's publicly used edges.

Policies

5.1 Development on major sites should use building scale, architecture, building placement, landscaping, and other site elements to create the sense of a cohesive development which is integrated with its surroundings.

5.2 Such major projects should--to the greatest degree possible--reinforce the existing street pattern, development pattern, and overall fabric of an area, rather than being isolated from these patterns.

5.3 Major developments should--to the greatest degree possible--be compatible with existing development on the edges of their sites, particularly on those edges which are heavily used by the public.

HISTORIC PRESERVATION GOALS AND POLICIES FOR

WEST BERKELEY

Historic preservation is an integral part of the West Berkeley Plan. Conserving the greatest possible number of historic buildings is part of the Plan's overall approach of working to conserve and improve the existing fabric of West Berkeley. Taken together, Goals 6, 7, and 8 set out a policy framework for a broad historic preservation approach in West Berkeley. The goals call for greater education on West Berkeley's built and human heritage, and on historic preservation (Goal F). They seek to identify--under clearly understood criteria--and designate the historic structures of West Berkeley (Goal 7). They encourage maintenance and appropriate rehabilitation of historic buildings (Goal 8).

The West Berkeley Plan's historic preservation approach encourage the City to support preservation of buildings whenever possible, without undermining the integrity of other planning policies. In addition, the Plan seeks to integrate new development into the older, existing fabric (see especially Policy 7.4). This Element's goals and policies are formulated within the context of the Plan and its Land Use Concept, which seek to preserve the longstanding (which might be characterized as "historic") use character of several residential and industrial districts. This physical form Element-- with its historic preservation goals and policies--proposes a wholistic approach to preservation in the context of a Plan which seeks such approaches generally.

Goal 6 (Historic Education)

An understanding and appreciation of West Berkeley's heritage.

Policies

6.1 The City should develop criteria to identify and designate heritage areas--particularly strong concentrations of historically and architecturally significant buildings--in West Berkeley and educate the public about these areas, If the residents come to support doing so, the City should formulate guidelines for development in these areas.

6.2 The City should support preservation efforts by private organizations in West Berkeley.

6.3 The City should innovate programs to educate the public concerning West Berkeley's architectural, ethnic and industrial history.

Goal 7 (Historic Preservation Policy Goal)

Preserve West Berkeley's existing Architectural and Historic Resources, so long as doing so does not conflict with the district goals and permitted uses of the overall West Berkeley Plan. Seek to develop the built environment in a way consistent with this Goal.

Policies

7.1 The City should review each of the 112 West Berkeley buildings on the State Historic Resources Inventory (SHRI) and the Landmarks Preservation Commission Priority List for Landmark Designation. Designations should be according to (new or existing) criteria which are clear, specific, understood and supported by the community and reflect the balance of preservation and other goals in the West Berkeley Plan.

7.2 The City should facilitate the completion of the West Berkeley Historical Survey and designate further landmarks in accordance with the findings of this Survey. Designations

should be according to (new or existing) criteria which are clear, specific, understood and supported by the community and reflect the balance of preservation and other goals in the West Berkeley Plan.

7.3 To improve the economic feasibility of preserving historic buildings, the City should creatively use the tools which the West Berkeley Plan Preferred Land Use Concept provides, and should explore the possibilities for changes in development standards, fees, or placement of uses, without, however, violating Plan policies, district purposes, or district permitted uses. In very exceptional cases, where all Variance findings can be made--with particular reference to the Finding that the variance not be detrimental to people working in the neighborhood or to property in the neighborhood--allow use Variances.

7.4 The City should encourage infill development to be sensitive to the character and scale of existing development in areas which are architecturally or historically cohesive.

Goal 8 (Historic Building Maintenance/Rehabilitation Goal)

Preservation of West Berkeley's Architecturally and Historically Valuable Buildings.

Policies

8.1 The City should encourage building maintenance and rehabilitation in West Berkeley and if possible offer financial incentives or assistance.

8.2 The City should encourage the sensitive reuse of existing buildings in West Berkeley and offer incentives such as permit-streamlining and other assistance.

OPEN SPACE GOALS AND POLICIES FOR WEST BERKELEY

West Berkeley has the advantage of being an urban district which sits adjacent to major open space resources--Aquatic Park, the Marina, the Waterfront. West Berkeley's residential population--largely low income, many with children, many living in apartments--is precisely that which most needs public open space. In this context, the Plan seeks to develop a broad vision for open space as well. The existing parks in West Berkeley--Aquatic Park, James Kenney Park, G. Florence Park--are clearly a central part of the open space strategy. So is Columbus School, with its adjacent playground and park space. The parks outside West Berkeley which West Berkeley residents can most easily access--especially the parks currently being developed on the Waterfront--are also visual and functional open space resources for West Berkeley and are therefore discussed generally. The bicycle lanes and sidewalks which allow non-vehicular access to the parks, and even the rows of trees which do (or could) link neighborhoods to them are also open space resources. Tree plantings also give character to many West Berkeley neighborhoods, especially residential neighborhoods, and provide environmental relief. Formally, the Aquatic Park Master Plan is incorporated into the West Berkeley Plan by reference.

Goal 9

Provide a useable, accessible, aesthetically-pleasing network of green spaces and corridors to visually and physically link parks, creeks, and shoreline to residential and commercial, and light industrial areas.

Policies

9.1 Promote extensive tree planting along major streets in West Berkeley, by individuals and organizations in West Berkeley. Focus on long-lived and drought-resistant trees.

9.2 Develop pathways and protected lanes for bikes which link to the existing bicycle lanes in Berkeley and link to parks, commercial areas, and community facilities.

9.3 Provide sidewalks for pedestrians which provide adequate, safe access to parks.

9.4 If community residents are supportive at the time opportunities arise, acquire additional neighborhood parks if possible, especially south of University Avenue.

9.5 Promote the utilization of school playgrounds as neighborhood serving parks.

9.6 Upgrade facilities, maintenance, and security in existing neighborhood parks to improve utilization.

9.7 Encourage early implementation of the Aquatic Park Master Plan, especially improving access to the Park for pedestrians and bicycles.

9.8 Design the sound wall along I-80 to allow views toward Berkeley and from Berkeley toward San Francisco, if feasible, while still buffering the noise of the freeway from Aquatic Park.

9.9 Improve physical and visual access to the Marina area, to Aquatic Park, and to shoreline parks.

9.10 Improve the visual character of Berkeley as seen from the Freeway--in a manner suitable for the adjacent industrial districts and parks--with additional landscaping and controlled signage.

9.11 Improve the usability of and access to Codornices Creek and explore opportunities for uncovering other creeks in the area.

9.12 Encourage the retention of existing trees in front yards in residential areas in West Berkeley.

V. IMPLEMENTATION MEASURES

1. Urban Design Implementation Measures

Note: Please see the Transportation Element for implementation measures related to transportation projects and programs, such as those outlined under Goal 2.

Activities Already Underway

1.1 **Redevelopment Area Public Improvements**--Improve sidewalks, street trees, and streets within the Redevelopment Project Area, with the goal of linking area residents to the 4th St. commercial district. Currently in final planning stages.

Goals and Policies Implemented: Goal 2, Policy 2.7; Goal 8, Policy 8.2; Goal 9, Policy 9.1

Responsibility: Berkeley Redevelopment Agency with City Planning Department

*Funding Sources:*Redevelopment Tax Increment

1.2 **Soundwall Design and Construction Monitoring**--Work with Caltrans to assure that the soundwall planned along Aquatic Park--to buffer it from the Freeway--is constructed in a timely and aesthetically pleasing manner.

Goals and Policies Implemented: Goal 9, Policies 9.7, 9.8

Responsibility: City Planning Department with Public Works (Traffic Engineering)

*Funding Sources:*Caltrans

1.3 **Newsrack Ordinance**--Explore the feasibility--given both aesthetic and First Amendment concerns--of an Ordinance regulating the placement and design of newsracks. Implement the Ordinance in commercial districts which have newsrack congestion.

Goals and Policies Implemented: Goal 1, Policy 1.3

Responsibility: Finance Department (License and Collections)

Funding Sources: Existing operating funds.

Priority for Initiating Action

1.4 **Train Station Design Concept** (see Transportation Element for description)

Goals and Policies Implemented: Goal 2, Policy 2.4

Responsibility: City Planning Department, with Redevelopment Agency

*Funding Sources:*Capital funds from state rail bonds.

Other Recommended Activities

1.5 **Facade Improvement Program**--Seek funding to develop a facade and signage improvement program, particular for commercial streets such as San Pablo Ave., perhaps similar to programs which have operated in South Berkeley. This program could operate in conjunction with overall small business assistance programs.

Goals and Policies Implemented: Goal 1, Policies 1.6, 1.9; Goal G, Policies G.1,2 Responsibility: Community Development Department with City Planning Department

*Funding Sources:*None currently identified. Possible sources include Redevelopment Tax Increment (in Redevelopment Areas), Economic Development Administration, State Historic Preservation Office (see item 2.1)

Studies and Plans

1.6 **4th St. Area Strategic Plan**--Develop a Strategic Plan for the 4th & Hearst/University commercial node. This Plan should provide an economic development strategy linked various elements planned for the district, including consoli-

dated parking, an improved train station and additional retail stores. It should also discuss how these elements should fit together physically, relate to existing uses, and to other new facilities, such as possible new access to the Marina/Waterfront.

Goals and Policies Implemented: Goal 1, Policies 1.1, 1.2, 1.6, 1.7, 1.8, 1.10; Goal 2, Policies 2.1-2.5

Responsibility: City Planning Department

*Funding Sources:*Not yet identified. Redevelopment Tax Increment may fund partially.

1.7 **Development of Design Guidelines for various areas**--Develop design guidelines to provide direction to builders, and to provide a framework of policies for implementation of the Design Review Ordinance in various locations. Treat **San Pablo Ave**.--especially commercial nodes--as the first priority locale for these guidelines.

Goals and Policies Implemented: Goal 1, Policies 1.1, 1.4, 1.6-1.11;

Responsibility: City Planning Department

*Funding Sources:*Not yet identified.

1.8 **Gateway Improvement Studies**--Study the gateway and entry corridors, to assess how their character might be best highlighted.

Goals and Policies Implemented: Goal 3, Policies 3.1-3.6

Responsibility: City Planning Department

*Funding Sources:*Not yet identified.

1.9 **I-80 Corridor Visual Improvement Study**--Develop a plan to improve the appearance of the Freeway (especially north of University Ave.) from West Berkeley, and West Berkeley from the Freeway, recognizing the industrial character of the area.

Goals and Policies Implemented: Goal 9, Policy 9.10

Responsibility: City Planning Department

*Funding Sources:*Not yet identified, possible partial funding from Redevelopment Tax Increment.

1.10 **Billboard Amortization**--Analyze the legal framework for, and assess the cost of, removing billboards from San Pablo Ave., and possibly other locations

Goals and Policies Implemented: Goal 1, Policy 1.6

Responsibility: City Planning Department

Funding Sources: Not yet identified.

Ordinance and Regulatory Changes

1.11 **Zoning Ordinances Changes for and between** Nodes--Amend the Zoning Ordinance to require ground floor uses on commercial street frontage in West Berkeley be retail and to provide incentives for residential/retail construction. Explore whether there are appropriate locations between commercial nodes where San Pablo Ave. could be zoned exclusively for residential use, without creating extensive non-conformities.

Goals and Policies Implemented: Goal 1, Policies 1.1, 1.4, 1.8

Responsibility: City Planning Department

*Funding Sources:*Part of West Berkeley Plan Zoning Ordinance revision.

1.12 **Sign Ordinance Amendments**--Amend the Citywide sign Ordinance so that it is consistent with current design review policies on permissible and appropriate signs.

Goals and Policies Implemented: Goal 1, Policy 1.6

Responsibility: City Planning Department

*Funding Sources:*Not yet identified

Ongoing

1.13 **Review of Major Public Improvements**--Review the design impacts of any major public improvement projects (e.g. changes to major streets) to assure that they support West Berkeley Plan design goals.

Goals and Policies Implemented: Goal 1, multiple policies

Responsibility: City Planning Department, Public Works Department

Funding Sources: Project Funding

2. Historic Preservation Implementation Measures

Activities Already Underway

2.1 **Designation as Certified Local Government**--Apply to State Historic Preservation Office for certification as a Certified Local Government. Gives City greater role in applications for National Register of Historic Places, can make City eligible for funding sources.

Goals and Policies Implemented: Goal 1, Policy 1.9; Goal 5, Policy 5.2, Goal G, Policy G.1

Responsibility: City Planning Department

*Funding Sources:*No funding required for application, however, designation may require City expenditure to undertake historic surveys--funding sources not yet identified.

Priority for Initiating Action

2.2 **Completion of West Berkeley Historic Survey**--Assist Berkeley Architectural Heritage Association in the completion of the West Berkeley Historic Buildings Survey.

Goals and Policies Implemented: Goal 5, Policy 5.2

Responsibility: City Planning Department

*Funding Sources:*Not yet identified

Other Recommended Activities

2.3 **Research for Landmark Designation on State Historic Resources Inventory buildings**--As a priority for West Berkeley landmark designation, research and review information on the 112 buildings on the Inventory, and determine which should be designated as landmarks.

Goals and Policies Implemented: Goal 5, Policy 5.1

Responsibility: City Planning Department

*Funding Sources:*Staff time from Landmarks staff. Interns and volunteers possible source of additional assistance.

2.4 **Historic signs program**--Install signs at historic buildings and sites, particularly those in commercial nodes.

Goals and Policies Implemented: Goal 4, Policies 4.2, 4.3

Responsibility: City Planning Department

*Funding Sources:*Not yet identified

2.5 **Elementary educational program**--Work with Berkeley Unified School District to develop programs for students on Berkeley architectural and social history, to complement existing curricula and raise student awareness of Berkeley history.

Goals and Policies Implemented: Goal 4, Policies 4.1, 4.3

Responsibility: City Planning Department

*Funding Sources:*Not yet identified

2.6 **Heritage Area Designation**--Designate appropriate areas as Heritage Areas. Develop guidelines for rehabilitation and new construction within them if and when residents support such an effort.

Goals and Policies Implemented: Goal 4, Policy 4.1; Goal G, Policy G.3

Responsibility: City Planning Department

*Funding Sources:*Not yet identified

3. Open Space Implementation Measures (see also Aquatic Park Master Plan)

Activities Already Underway

3.1 **Codornices Creek Regulation and Improvement**--Work with the University of California and private developers on its site and others which abut Codornices Creek to assure that the City's Creek Ordinance regulating development along creeks is respected, and to gain improvements to the Creek and adjoining properties.

Goals and Policies Implemented: Goal 9, Policy 9.11

Responsibility: City Planning Department, University of California, private developers

*Funding Sources:*Private developers, as part of site developments.

Priority for Initiating Action

3.2 **Tree Planting Program**--Facilitate the planting of trees in residential areas, along major traffic corridors, in areas needing additional identity highlighting, and in other appropriate locations. Work with neighborhood and civic organizations--through the provision of technical assistance, information, and other means--churches, businesses, and other interested parties to implement planting. Trees used in various locations should be carefully selected for appropriateness, and should not impair security efforts.

Goals and Policies Implemented: Goal 8, Policies 8.1, 8.2; Goal 9, Policy 9.1, 9.10

Responsibility: Community Development Department with City Planning Department

Funding Sources: Ongoing City program, Redevelopment Tax Increment, private foundations

Other Recommended Activities

3.3 **Aquatic Park Access Improvements**: Improve access to Aquatic Park, both at existing entrances (such as Addison St.) and recommended new entrances, such as Channing Way and Heinz St. Work with parties such as the Southern Pacific Railroad to overcome obstacles to creating crossings across the railroad.

Goals and Policies Implemented: Goal 9, Policy 9.7

Responsibility: Public Works (Parks/Marina) with Public Works/Traffic Engineering and City Planning Department

*Funding Sources:*Not yet identified

3.4 **Other Aquatic Park Master Plan Improvements**--Implement the other recommendations of the Aquatic Park Master Plan including creation of a children's play area, improvement of the bird/wildlife refuge, introduction of concessions, expansion of marshes, and other actions

Responsibility: Public Works (Parks/Marina)

Funding Sources: Not yet identified.

3.5 **Neighborhood park Improvements/additions**--Plan and seek funding to improve facilities and services at neighborhood parks, including parks on School District land, particularly G. Florence Park. If opportunities and funding arise, develop additional neighborhood parks, particularly south of University Ave., paying careful attention to residents concern about security problems in parks.

Goals and Policies Implemented: Goal I, Policies I.4-I.6

Responsibility: Public Works (Parks/Marina), Berkeley Unified School District

*Funding Sources:*Not yet identified

Major Historic Documentation

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James Vance, Geography and Urban Evolution in the Bay Area (Berkeley, 1964)

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Draft WEST BERKELEY PLAN
TRANSPORTATION ELEMENT

Table of Contents

I. STRATEGIC STATEMENT

As West Berkeley grows and evolves, its need for efficient and environmentally sound transportation increases. Intensification of land uses—the conversion of formerly industrial sites to other uses—has strained the West Berkeley street and road system. Traffic congestion has become a serious problem along some streets and at some major intersections. Parking is adequate in many areas, but newly developed commercial and retail areas are beginning to experience shortages. The level of transit ridership in West Berkeley is lower than other parts of the City, reflecting both the historical ease of parking there and the relatively poor transit service. As an area with a high rate of solo commuting, the West Berkeley industrial and commercial area contributes more than its "share" to automobile generated air pollution.

This Element, in conjunction with the Land Use and Environmental Quality Elements, presents a strategy for maintaining and improving both the efficiency and environmental soundness of transportation in West Berkeley. The Element foresees a West Berkeley where the automobile is less dominant. The Element seeks a balance between the moderate growth policies of the Preferred Land Use Concept and the City's long term goals to limit street expansion and to accommodate growth through expanded transit use and other non-automobile transportation. The Economic Development Element's goal of increasing the proportion of Berkeley resident workers would if successful also reduce the proportion of single occupant auto drivers. This Transportation Element seeks:

- First of all to reduce the use of single occupant automobiles, with improvements in public transit and private transit like employer shuttles, bike routes, and pedestrian access. This is both a transportation and an air quality strategy.

- Minimize traffic congestion without creating the incentive for additional auto travel.

- Sensitively improve the street system to reduce congestion and to accommodate current traffic patterns and changes in land use patterns.

- Protect local residential streets from through traffic.

- Maintain adequate parking consistent with the goal of reducing commuting by automobile.

II. BACKGROUND

The goals and policies in this element are best understood in the context of the current transportation situation in West Berkeley. This section discusses the circulation system, including both streets and other transportation networks, the travel patterns of West Berkeley commuters, traffic growth and the causes of congestion, and anticipated changes which will have an impact on the West Berkeley transportation system. This section also discusses the concept of "Level of Service", one of the principal ways the City and community can keep track of changes in the transportation system.

The West Berkeley Circulation Network

West Berkeley has the most varied circulation system of any area of the city. Within the limits of West Berkeley are a major freeway, two state highways, major and minor local streets, a rail line carrying both freight and passengers, as well as many local spurs, sidewalks and bikeways. In addition to automobiles, the street system serves a substantial volume of truck traffic, buses and transit vans. The numbers of pedestrians and bicyclists, although small compared to other sections of town, are growing as West Berkeley changes.

Streets and Roads

West Berkeley's roadways are classified as follows:

Freeways—Interstate 80,

Major streets—San Pablo Ave., Gilman St., University Ave., Ashby Ave., Dwight Way.

Collectors—Eastshore Hwy., 4th St., 6th-7th-Hollis, Cedar and Hearst-Delaware

Local streets—remaining streets.

The Freeway, major streets, and collectors are mapped on Figure 1. In addition to their status as major streets in the City's classification system, San Pablo Ave. and Ashby Ave. are both designated State Highways. San Pablo is State Route 123, Ashby is State Route 13. Because they are State Highways, the California Department of Transportation (Caltrans) controls many key decisions affecting these streets, such as the installation of signals and crosswalks. As state highways, the state pays for the maintenance and improvement of 123 and 13. The removal of Ashby from the State Highway system was a stated goal of the City's 1977 Master Plan and is currently the subject of a feasibility study to determine the long term costs and benefits to the City.

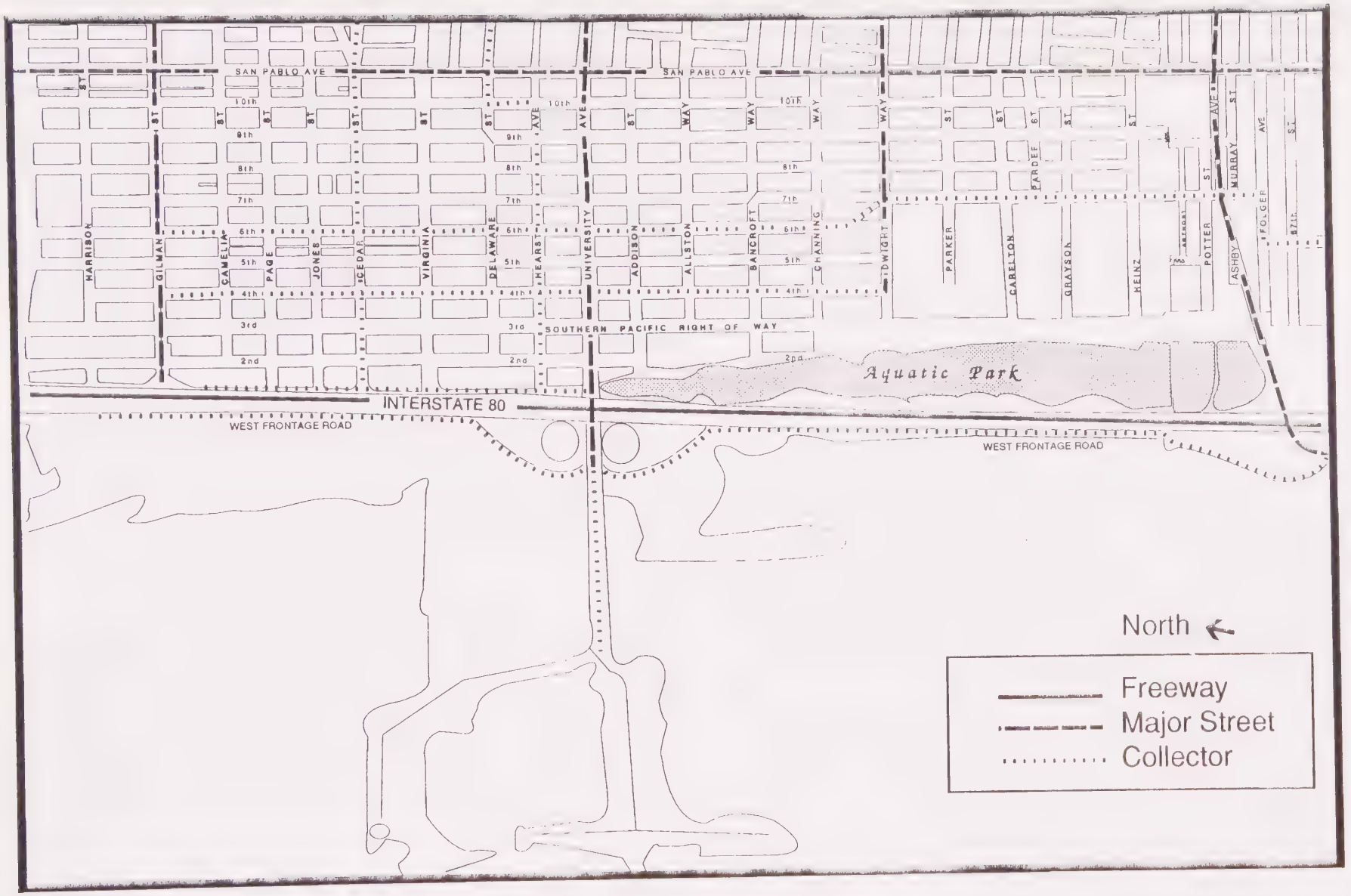
Parking

The historic absence of a parking problem is suggested by the fact that until the 1980's there was no parking requirement for West Berkeley development. Recently, however, with intensified retail and other development, areas with potential parking shortfalls have been identified in West Berkeley. These are 2 very successful retail areas—4th & University and 7th & Ashby, along with the 7th & Parker industrial/office area. The City, along with property owners in the effected areas, has begun to explore possible solutions to the shortfalls. As West Berkeley continues to develop, City policy must balance reasonable parking needs with pursuit of a policy which will not attract excess cars, exacerbating traffic congestion.

Rail Service

The Southern Pacific railroad tracks are an important non-highway circulation element in West Berkeley. They serve primarily as a freight route, but also carry S.P.'s passenger trains running north to Oregon and Washington, east to Chicago, and South to Southern California. In addition to long haul trains to these destinations the line serves several short haul services to Sacramento. Only the short haul services stop in Berkeley, near 3rd and University.

The railroad restricts access in the northern part of West Berkeley—



West Berkeley Plan: Existing Street Classifications

FIGURE 1

University, Hearst, Virginia, Cedar, Camelia, and Gilman cross it, but several other streets do not. West Berkeley is also filled with rail spurs once serving individual plants and industries. Now many, but not all, of the spurs are unused, but the abandoned tracks present and real hindrance to pedestrian and bicycle travel, and an inconvenience to cars and trucks.

Transit and Shuttles

West Berkeley's transit service has improved, but it remains among the poorest of any economically active area of Berkeley. AC Transit operates frequent service along University Ave. (route 51)and San Pablo Ave. (#72). Other lines run less frequently — Gilman/6th St. (#9), Ashby Ave. (#6), Dwight Way (#65), and San Pablo/Cedar St. (#52). There is no all day bus along job- rich 7th St. south of Dwight. Routes 9,51,and 65 converge at the Berkeley rail station, though waiting arrangements are poor. There is no BART station in West Berkeley and no bus line which goes from West Berkeley to the North Berkeley BART station, the station closest to much of West Berkeley. There are buses from (south)West Berkeley to Ashby BART and (north and central)West Berkeley to Downtown Berkeley BART. To go from most West Berkeley locations to most other East Bay locations by transit requires at least one transfer and sometimes more. In addition, recent gains in AC Transit service may erode, as the agency faces a funding shortfall of up to $18 million in its 1992/93 budget of $100 million.

There is some privately provided transit service in West Berkeley. A few large employers (for example, Kaiser and Miles) provide shuttle service for their employees to BART stations. A voluntary organization of employers, the Gateway Transportation Management Association (TMA) is working to expand and improve this service and well as to find other ways for employers to work cooperatively to solve transportation problems.

Frequent transit service geared toward commuters is currently limited to buses although business travelers are beginning to use the new San Jose-Sacramento service which stops in Berkeley. In addition, many Berkeleyans hope that a ferry service to San Francisco will be established within the next few years. Berkeley has been identified as a logical site for commute ferry service in a recently completed regional ferry feasibility study.

Bicycle and Pedestrian Circulation

Outside of a few enclaves (notably around 4th & Hearst, and San Pablo & University), West Berkeley could not be called bicycle or pedestrian-friendly. Large streets with heavy traffic and (generally) few street trees do not invite the walker or the cyclist. The entrances to Aquatic Park are somewhat obscure, and the pedestrian/bicycle crossing to the Marina across I-80 is difficult to follow and potentially hazardous. In some cases sidewalks are narrowed or absent. Paving is often poor, and negotiating railroad tracks (abandoned or operating) can be difficult.

At present, designated bikeways are limited to 9th St. north of Dwight, Bancroft and Channing Way, and Gilman St. The 1977 Master Plan envisions the existing bikeway network expanded to Aquatic Park, as well as linked by shoreline trails to North Waterfront Park. The City will soon be undertaking a major bikeway study, funded by the Miles development agreement, to examine appropriate routes and special design features that can improve cycling in West Berkeley and elsewhere.

The City has begun to take action, particularly in the Redevelopment Area (bounded by University, Cedar, I-80, and 6th St.), to improve the pedestrian environment. The Agency plans to plant street trees along those major streets in the Area which do not already have them. It is also considering plans to designate parts of 5th and 4th St. as a "pedestrian pocket", and will install sidewalks on the parts of 5th St. which do not have them.

Potential Changes to Transit Service and the Circulation Network by Outside Agencies

Several important changes can be anticipated around West Berkeley in the next few years. First, Caltrans has begun a major project to add a High Occupancy Vehicle (HOV) lane on I-80 in each direction

from the Bay Bridge to Route 4 in Richmond. Although the City has not succeeded in forcing Caltrans to redo the 1984 EIR studying the impacts of the project, the City's continued pressure has caused major changes in the project. One significant change is that the lanes are to be designated for high occupancy vehicles all day--not just at the peak hours. Construction on I- 80 may require San Pablo Ave. to take additional load during a 3-4 year construction period, although no freeway lanes will be closed during the construction. Caltrans has worked with the cities and counties on the corridor to develop improvements and expanded transit service to help mitigate any negative impacts the construction will have. In addition a "mobile commute store" along the lines of a catering truck will be providing transit information and tickets to West Berkeley workers as part of the I-80 mitigations.

West Frontage Road will be significantly changed in the next few years. It will be reduced from three lanes to two and the extra space used to create a bicycle/pedestrian path completely separate from traffic. The intersections at Ashby, University, and Gilman with West Frontage Road will remain largely unchanged so it should be capable of carrying as much traffic as it does now--although at a slower speed.

Rail service on the Southern Pacific line has increased. The "Capital Rail Service" recently added four daily trips between Sacramento and San Jose. There is interest in establishing frequent service aimed toward commuters on this line, although there is no current funding for it. Frequent commuter trains would have both a positive and negative impact on West Berkeley, in that it would provide transit service to West Berkeley but would also further disrupt the existing street system.

Two developments at AC Transit may have an effect on West Berkeley. First, as discussed above, AC's precarious operating budget may mean that there will be cutbacks on current bus service to West Berkeley. This would make it difficult to achieve the plan objective of reducing auto traffic. On the other hand, AC is also studying eventual electrification of some of their more heavily used corridors--San Pablo Ave. among them. Electrification could offer more frequent and convenient service but it is unlikely to be implemented within the next decade even if found to be feasible. Some kinds of electrification (like light rail) might require replacing one or more auto lanes while other kinds (like trolley buses) could share the road with cars. In addition to the electrification of AC's lines, regional agencies will be looking at the possibility of re-electrification of lines across the Bay Bridge.

Not all of these projects and ideas will come to fruition. However, if only a few do it will change the transportation system in West Berkeley significantly.

West Berkeley Commuting Patterns

Analysis of West Berkeley commute patterns is hampered by the fact that the most recent available comprehensive data is from the 1980 Census. That data suggests that West Berkeley workers live farther away from their jobs than other Berkeley workers, and that they are more likely to drive alone to their jobs than other Berkeley workers. While slightly over half of all Berkeley workers (54%) drove alone to work in 1980, in West Berkeley over 2/3 did (68%). Berkeley and Albany residents represented a mere 18% of the West Berkeley workforce, but 39% of the Citywide total. West Berkeley conversely drew a greater proportion of its workforce (than the city as a whole) from other parts of the Bay Area—Western Contra Costa County, Southern Alameda County, San Francisco, etc. West Berkeley workers were more likely to carpool than overall Berkeley workers (21% vs. 16%). Thus only 11% of West Berkeley workers took transit, biked, or walked to their jobs, compared to 30% of Citywide workers.

This difference in residence in significant part explains the greater propensity to drive alone to West Berkeley. Local residents have a far easier time biking, walking, or taking transit (without the need for repeated transfers) to work. West Berkeley is also relatively easy to drive to—just off the freeway, with free parking often awaiting the worker at the jobsite. Transit is relatively difficult—no BART

TABLE 1

TRANSPORTATION MEANS AND TRIP ORIGIN FOR BERKELEY WORKERS

ORIGEN	D/A	[%]	S/R	[%]	TRANST	[%]	BIKE	[%]	WALK	[%]	TOTAL	[%]
BERKELEY/ALBANY	9641	40	1591	7	2829	12	2145	9	7808	33	24014 [100%]	39
NORTH OAKLAND/EMERYVILLE	1674	54	375	12	619	20	264	8	180	6	3112 [100%]	5
REST OAKLAND/ALAMEDA	6764	66	1520	15	1828	18	157	2	45	0	10314 [100%]	17
HAYWARD/SAN LEANDRO/FREMONT	2006	62	827	26	363	11	18	1	0	0	3214 [100%]	5
SAN FRANCISCO	1448	52	526	19	815	29	0	0	0	0	2789 [100%]	4
CENTRAL CONTRA COSTA	2307	69	889	26	159	5	0	0	0	0	3355 [100%]	5
RICHMOND/NORTH	5746	62	2182	24	1167	13	106	1	0	0	9201 [100%]	15
PINOLE/MARTINEZ	1258	59	726	34	152	7	0	0	0	0	2136 [100%]	3
ALL OTHER	2573	64	1249	31	179	4	36	1	0	0	4037 [100%]	6
TOTALS	33417	54	9885	16	8111	13	2726	4	8033	13	62172	100

D/A = DRIVE ALONE
S/R = SHARE RIDE
TRANST = TRANSIT

SOURCE : 1980 CENSUS JOURNEY-TO-WORK DATA

TABLE 2

TRANSPORTATION MEANS AND TRIP ORIGIN FOR WEST BERKELEY WORKERS

ORIGEN	D/A	[%]	S/R	[%]	TRANST	[%]	BIKE	[%]	WALK	[%]	TOTAL	[%]
BERKELEY TOTAL	1147	62	136	7	184	10	142	8	235	13	1844 [100%]	14
Nearby Berkeley	388	57	69	10	87	13	0	0	135	20	679 [100%]	5
Berkeley Hills	348	88	7	2	12	3	12	3	18	5	397 [100%]	3
Rest of Berkeley	411	54	60	8	85	11	130	17	82	11	768 [100%]	6
												0
ALBANY	256	49	79	15	18	3	38	7	129	25	520 [100%]	4
EMERIVILLE	59	41	20	14	43	30	11	8	11	8	144 [100%]	1
NORTH OAKLAND	167	72	44	19	4	2	0	0	16	7	231 [100%]	2
REST OAKLAND/ALAMEDA	1862	76	326	13	246	10	24	1	0	0	2458 [100%]	19
HAYWARD/SAN LEANDRO/FREMONT	920	69	361	27	48	4	9	1	0	0	1338 [100%]	10
SAN FRANCISCO	389	58	131	20	146	22	0	0	0	0	666 [100%]	5
CENTRAL CONTRA COSTA	732	75	218	22	20	2	0	0	0	0	970 [100%]	7
RICHMOND/NORTH	1851	72	635	25	84	3	0	0	0	0	2570 [100%]	19
PINOLE/MARTINEZ	523	61	297	35	33	4	0	0	0	0	853 [100%]	6
REST OF BAY AREA	1092	67	523	32	9	1	0	0	0	0	1624 [100%]	12
TOTALS	8998	68	2770	21	835	6	224	2	391	3	13218	100

D/A = DRIVE ALONE
S/R = SHARE RIDE
TRANST = TRANSIT

SOURCE : 1980 CENSUS JOURNEY-TO-WORK DATA

station, transit lines connecting only to a few points. Thus efforts to improve the West Berkeley commute pattern must seek to both increase local employment, and shift the mode of commuters.

Regional data from the 1990 Census leads to the conclusion that driving alone to work has probably increased in West Berkeley in the last decade. Both transit use and carpooling have decreased regionally, and because of the continued dispersal of the Bay Area's population there is little reason to expect West Berkeley to be different. Tables 1 and 2 compare West Berkeley workers to other workers in Berkeley with respect to where they came from in 1980, and how they traveled.

Traffic Growth

Traffic in West Berkeley has increased in recent years. Between 1977 and 1987, traffic increased in varying amounts along virtually every West Berkeley Major Street. In addition demolition of the Cypress structure has changed traffic patterns, apparently adding traffic on San Pablo Ave. and other major north-south routes. Traffic generally increased faster in West Berkeley than in other parts of Berkeley, both because streets in other parts of the City were already full and because West Berkeley is changing faster than other parts of town.

There are several reasons for the growth of traffic in West Berkeley. Car ownership and auto use have increased everywhere in California, including all of Berkeley. These effects are related largely to social and economic factors, including such diverse changes as increased household income, the entrance of women into the workforce, and the dispersal of workplaces to the suburbs.

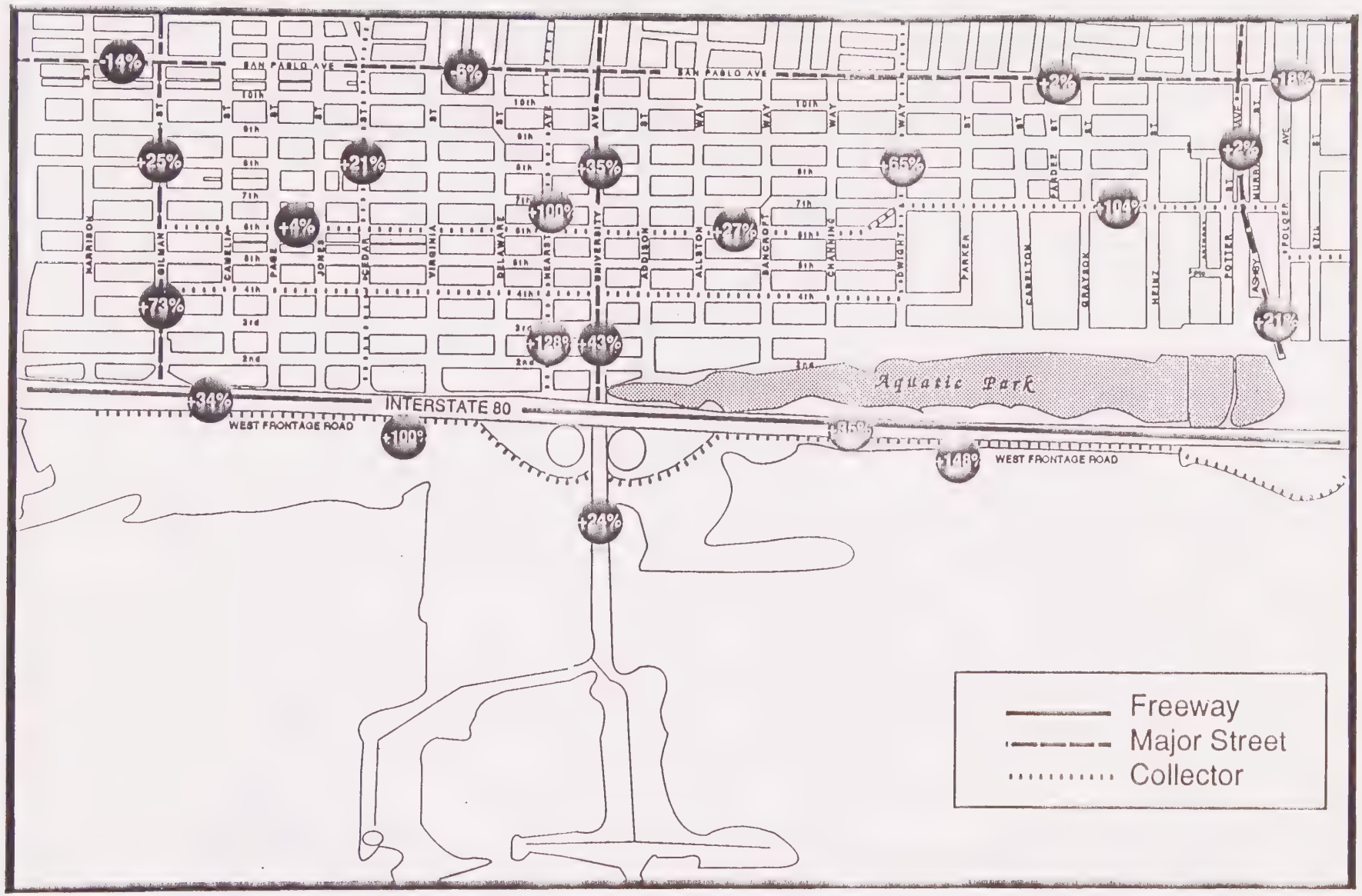
Simple population growth in the Bay Area—in Emeryville, in Richmond, and other cities, especially those along the I-80 corridor—is another cause of increased traffic. The approximately 35% increase of traffic along I-80 is a particularly clear indicator of regional effects, although other streets are impacted by it as well.

Intensification of land use in West Berkeley is another reason, particularly for traffic growth in local areas such as 4th & Hearst. As figure 2 indicates, Hearst St. west of 6th experienced an 128% increase in traffic from 1977 to 1987, far above the increase on most streets. The doubling of traffic on 7th St. south of Dwight presumably results from both commercial growth around 7th & Ashby and activity in Emeryville, particularly along the Hollis St. corridor.

Regional growth is likely to continue to contribute to traffic growth. Between 1985 and 2010, the Association of Bay Area Governments (ABAG) projects a 39% increase in regional population (223,000 additional residents) along the I-80 corridor from Berkeley to Fairfield. Over the same period, ABAG projects a 43% increase in employment (96,000 additional jobs) in this corridor. In Berkeley's immediate vicinity, Emeryville plans to add hundreds of thousands of square feet of retail and office space immediately south of Powell St. Plaza and on Catellus land in southern Emeryville (and West Oakland), and hundreds of housing units at the former Del Monte Cannery on Powell St. The Albany Waterfront, currently largely occupied by Golden Gate Fields, is a very large site which may well experience more intense development, although plans are not yet determined. Figures 3, 4, 5 relate to the growth in traffic in Berkeley over the last decade or so.

Measuring Traffic Congestion-the Concept of Level of Service

Level of Service (LOS) has become the commonly accepted method for cities and other agencies to keep track of congestion. LOS calculations can be used in many ways including to compare congestion at the same location over time, to compare two locations, to anticipate the operation of a street in the future, and to compare how alternative projects will impact a street system. LOS is analogous to grades in school. Like grades Levels of Service range from A to F (but with E added). Also like grades, there are several different ways to compute Levels of Service and without knowing how two particular Levels Of Service were computed, one cannot know how they really compare.



West Berkeley Plan: Average Daily Trips, Percent Increase 1977-1988

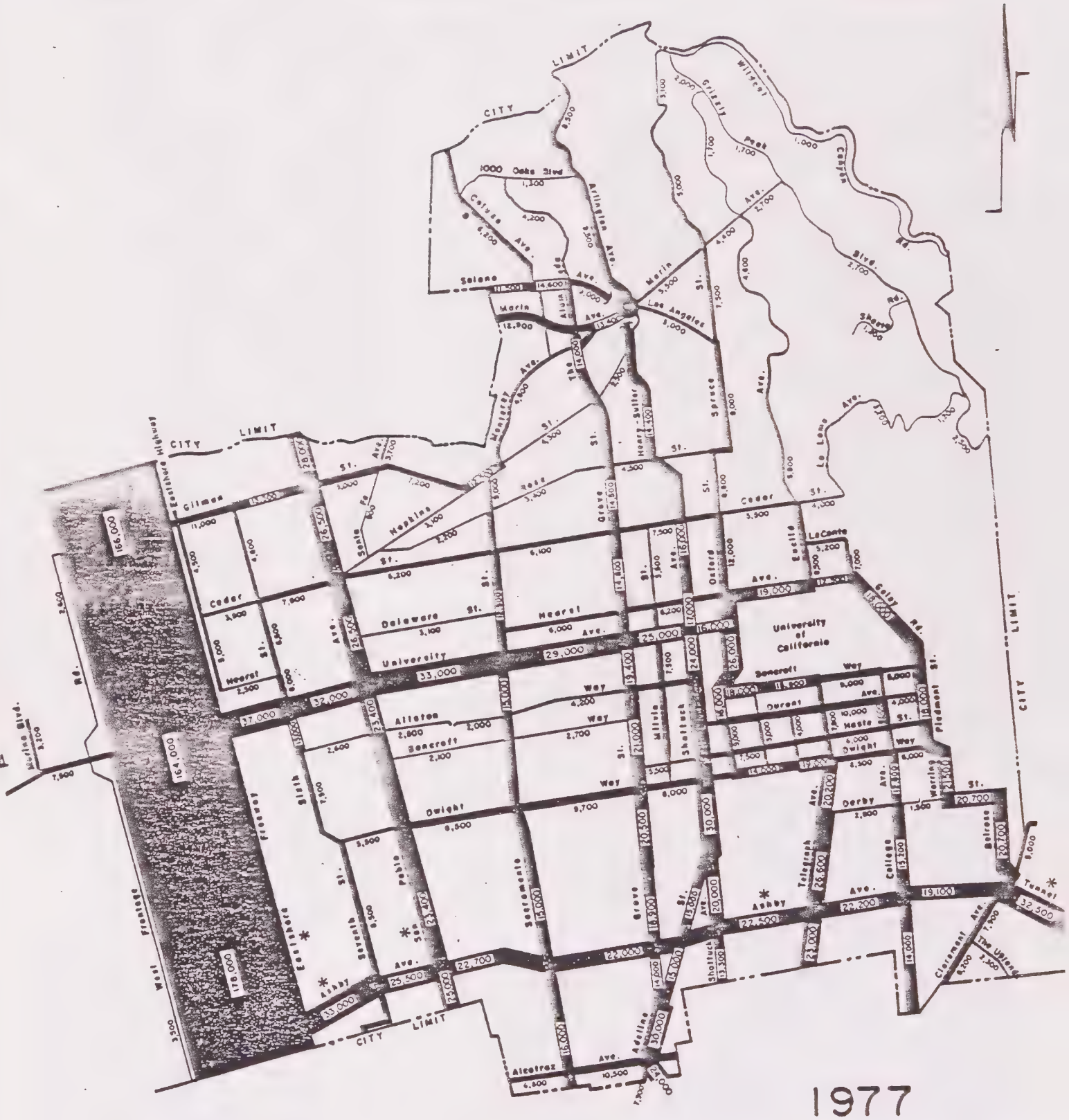
FIGURE 3

SOURCE: 1976 and 1988 Caltrans Traffic Volumes

CITY OF BERKELEY, CALIFORNIA

TRAFFIC ENGINEERING DIVISION
DEPARTMENT OF TRANSPORTATION

FIGURE 4



1977

24 HOUR TRAFFIC VOLUMES

5,000 10,000 20,000 30,000

Herman A. Siemens, Traffic Engineer

* Data obtained from 1976 Caltrans Traffic Volumes

CITY OF BERKELEY, CALIFORNIA

FIGURE 5

TRAFFIC ENGINEERING DIVISION
PUBLIC WORKS DEPARTMENT

1987

24 HOUR TRAFFIC VOLUMES

5,000 10,000 20,000 30,000

* Data obtained from 1986 Caltrans Traffic Volumes

C. E. DeLeuw RTE 541
Chuck E. DeLeuw Traffic Engineer

The interpretation of the meaning of A,B,C,D,E, and F in level of service is less straightforward than the interpretation of school grades.

LOS A represents completely free flow--no impediment to speedy travel. On a freeway it would mean a nearly empty lane; at an intersection it would mean sailing through on the green light nearly all the time. LOS B and C represent slightly more crowded conditions. In all but the least crowded rural areas and suburbs, or least successful commercial districts, it is difficult to build major streets large enough to operate at A,B, or C, at least at the rush hour. LOS D is often cited as a desirable "minimum operating condition" for intersections or streets, and was recommended as a city-wide standard for collectors, arterials, and key intersections in advisory measure S, passed by the voters in 19--. LOS D might be considered the most cost-effective balance between an investment in street capacity and the inconvenience of some delay in travel. LOS E is where an intersection or traffic lane is handling all the traffic it can. In a sense it is the most "productive" Level of Service, although to the individual traveler it can be frustratingly slow. For example, on a freeway, LOS E occurs when traffic is traveling at a steady speed of about 35 miles per hour. LOS E is also unstable and can degenerate to LOS F quickly. Level F is failure, just as in a normal grading system. It represents jammed conditions--stop and go on the freeway, or waiting through several lights to get through an intersection.

In order to make comparisons, traffic engineers have codified the calculation of Level of Service into equations which include a number of factors, commonly and principally the volume of traffic on a lane or through an intersection, and the configuration of the street or intersection. It is important when making comparisons across time or location that the same equations be used and the factors be interpreted consistently.

It is also important to remember that LOS is a moving target. Automobile drivers are continually seeking uncongested routes. Left to their own devices they soon find alternatives to intersections or road operating at LOS E or F. Thus, roads operating at A,B,C, or D may attract enough traffic to become E or F themselves.

Appendix 1 is information and examples of LOS calculation taken from the 1985 Highway Capacity Manual, the LOS method most commonly used by the City in environmental impact reporting.

Operation of West Berkeley Intersections

Whenever a major project is proposed, whenever Caltrans proposes changing signalization on a state highway, whenever an EIR is done, Level of Service Calculations are made for affected intersections. Through information gathered in this way we know that there are a number of intersections in West Berkeley which are already operating below the desirable Level of D, at least at their peak hour of afternoon traffic (although not necessarily other times). There may be others, as yet unstudied, which are also operating at E or F.

Table 1—INTERSECTIONS PERFORMING POORLY, 1991—PM PEAK HOUR

Intersection	Traffic Control	LOS
Ashby & San Pablo	Signal	E
7th & Ashby	Signal	E
Dwight & San Pablo	Signal	E
University & San Pablo	Signal	E
9th & Ashby	2 way Stop	E
7th & Parker	2 way stop	E
7th & Heinz	2 way Stop	E
7th & Potter	2 way Stop	E
I-80/Gilman/ West Frontage and Easthshore Highway	Ramps & Intersections	F

In the case of the 4 two way stop intersections, the low rating of the intersection results from the delay encountered by traffic turning

from the minor street onto the major street, and does not necessarily reflect the same level of congestion on the major street.

Source: 1991 Miles EIR, Whole Earth Access Traffic Study,Barton-Ashman; Albany Waterfront EIR.

III. City Action against Congestion--Opportunities & Constraints

While the City can and will seek to minimize traffic congestion, there are important limitations on its ability to do so. The City has the most direct control over the portion of traffic growth which comes from new development in Berkeley. Control over traffic growth resulting from development elsewhere or from increasing levels of car ownership and usage is very indirect.

There are several ways municipalities attempt to control congestion. One way is to control congestion by increasing the capacity of the street system in synch with projected increases in traffic or development. Another way is to seek to limit traffic growth through limiting development either in quantify or in type to that which produces little or no traffic. Lastly, municipalities can secure "mitigations" from development in the form of agreements to influence employee or client travel behavior away from automobile travel. For West Berkeley, all methods have potential drawbacks.

Increasing street capacity to deal with congestion has soon lead many East Bay communities to create giant intersections--often eight to ten lanes across a single leg since multiple turn lanes are a common congestion reliever. The size of these intersections makes pedestrian use impossible or unpleasant and can mean the destruction of surrounding buildings in order to gain space for them. Measure S—a citizen passed advisory measure— opposed street widenings as a way to reduce congestion. Berkeley has been very restrained in increasing street capacity through widening.

The City can attempt to check traffic congestion by controlling the level of development in West Berkeley. Indeed, the Preferred Land Use Concept lays out a moderate growth scenario for West Berkeley. Initial projections site a potential net increase of some 2,000,000 square feet, on an existing base of over 9,000,000 built square feet. The major traffic impact would come from the 1,360,000 square feet of projected office and laboratory growth, and the 550,000 square feet of added retail space (roughly equivalent to a regional scale shopping center).

In addition, the City will attempt to mitigate the impact of all traffic producing development through encouraging West Berkeley travelers to use alternatives to the solo automobile. Mitigation agreements are incorporated into new development in several ways--through the EIR process, through permit conditions, or through development agreements. The City's efforts will soon be strengthened and extended to existing employers through the adoption of a "Trip Reduction Ordinance" requiring that all employers conduct information campaigns about alternative travel modes. In addition, air quality regulations will soon require all large employers in the Bay Area to meet goals related to reducing the number of commuters traveling by auto.

Tracking Success-LOS Standards

Assuring that all intersections are at or above Level of Service D has been proposed as a Plan goal. Unfortunately it is not a goal which is likely to be realized in the near future at all West Berkeley intersections. Restoring the 9 intersections known to rate below LOS D to a D rating is estimated to cost at least $3.1 million in 1991 dollars. If other intersections were to be found to be performing poorly, additional costs would be incurred. Most of these projects, since they relieve existing congestion, would have to be paid for with City funds or an assessment on current landowners. In general developers are required to pay to mitigate their contribution to future congestion, or to maintain an existing level of service.

In addition, the likely increases of traffic originating outside Berke-

ley may also make it difficult to maintain LOS D. In this regard however, the City will be helped by new state "congestion management" requirements which will require communities to report anticipated traffic impacts on other communities to county Congestion Management Agencies.

In any case, for all the above reasons, this Element recommends using LOS D as a standard for those intersections which are currently performing at or above that level. For intersections already performing below that level, the Element proposes a standard that these not be degraded below LOS E as a result of development in Berkeley, and that intersections performing at F be upgraded to at least E.

III.GOALS AND POLICIES

Goal 1:
IMPROVE TRAFFIC FLOW AND AIR QUALITY BY REDUCING RELIANCE ON SINGLE OCCUPANT AUTOMOBILES, BY ENCOURAGING THE USE OF ALTERNATIVE MEANS OF TRANSPORTATION

Rationale:
West Berkeley is one of the most automobile-dependent parts of the city. West Berkeley commuters are 50% more likely than their counterparts citywide to drive alone to work. There is no BART station within the area, and no direct transit connection to the nearby North Berkeley BART station. This is a particular problem because of the high proportion of long distance commuters into West Berkeley. AC Transit has improved service, but it is still less extensive in West Berkeley than in other parts of the city. Improvements in transit service, the use of carpooling, and other means of transportation can reduce single occupant automobile trips and air emissions, and perhaps ultimately free land used for parking for other purposes.

Policies:
1.1 Seek trip reduction—reduction of single occupant automobile trips—through a variety of education and regulatory efforts including implementation of a City of Berkeley Trip Reduction Ordinance, cooperation with the Air Quality Management District's transportation control measures, conditions on development and other mechanisms.

1.2 Monitor and regulate (in the policy framework established by the West Berkeley Plan) the amount and location of added development, intensified land use, and added parking in West Berkeley so that development in West Berkeley does not exceed transportation system capacity.

1.3 Seek the improvement of AC Transit service to and within West Berkeley, with one objective being the creation of a transit hub at the Berkeley train station.

1.4 Encourage AC Transit to reduce bus emissions

1.5 Encourage transit usage and improve amenities for riders by providing bus stop benches and bus shelters.

1.6 Through the Transportation Management Association, individual companies, and other appropriate mechanisms, improve shuttle service from West Berkeley to BART stations and to Downtown Berkeley.

1.7 Find ways to make information about transit, carpooling, and other alternatives to driving more easily available to West Berkeley workers and residents.
1.8 Take aggressive action to develop an adequate Berkeley train station near University Ave. for San Jose—Sacramento and other long distance service.

1.9 Over the long run, cooperate with Caltrans, the Alameda County Congestion Management Agency, and the Metropolitan Transportation Commission to create direct bus access from Berkeley freeway entrances to any HOV (high occupancy vehicle) lanes it builds.

1.10 Support programs to increase the share of West Berkeley jobs held by Berkeley resident workers, as a means of reducing automobile use (see Economic Development Element).

Goal 2:
MINIMIZE TRAFFIC CONGESTION AT WEST BERKELEY INTERSECTIONS TO THE EXTENT CONSISTENT WITH OTHER PLAN GOALS AND CITY POLICIES

Rationale:
Traffic congestion has worsened in West Berkeley in recent years. Deteriorating "Levels of Service" at intersections—showing longer times to pass through the intersection—are indicators of this problem. The deterioration is unsurprising, given that more traffic is attempting to flow through a street system which has received little improvement in recent decades. This traffic stems from Berkeley development and development in neighboring cities, as well as in large part from a regionwide increase in the use of cars. In future years, Berkeley can seek to control congestion through controlling its own development (and seeking to influence to our neighbors'). Street system improvements, however, are constrained both by cost and by long term city policies including our Master Plan and Measure S. Level of Service goals are set for signalized intersections—at unsignalized intersections cars on side streets seeking to turn (particularly left) onto the main street almost inevitably experience waits, generating low LOS ratings. Congestion management must be handled carefully, however, to assure that it does not induce more people to drive alone to and through West Berkeley than otherwise would have.

Policies:
2.1 At those signalized intersections where intersection performance is currently rated at Level of Service (LOS) "D" or better, do not allow intersection performance to fall below LOS D.

2.2 At those signalized intersections where intersection performance is currently rated below LOS "D", prevent these intersections from falling below LOS "E" as a result of development in Berkeley. If intersections are already below "E", take necessary measures to improve performance to at least LOS "E".

2.3 Install and improve traffic control devices such as signals, turn lanes, and turn arrows which will speed and smooth traffic flows along major streets.

2.4 Improve the street maintenance program as a means of facilitating traffic flow.

2.5 Seek to reduce the impact of regional traffic on West Berkeley, by working with Albany, Emeryville, and other cities and agencies.

Goal 3:
IMPROVE THE CIRCULATION SYSTEM AROUND ASHBY AVE.

Rationale:
The area surrounding 7th & Ashby, especially the area north of Ashby, has developed rapidly in recent years. The growth of retail stores such as Whole Earth Access, and the creation of offices and laboratories (along with background regional traffic growth) has generated congested conditions in the area. While recent improvements (such as a left turn light at 7th & Ashby) have improved conditions, the circulation system remains poor. 7th St. is the only through street (and the only signalized street) which intersects Ashby between the Freeway and San Pablo, placing a heavy burden on it. Therefore, diverting traffic onto streets such as 5th St. and 9th St., and possibly extending them, should be explored. The emphasis on the Ashby Ave. vicinity is not meant to exclude the possibility of improvements elsewhere. Rather it implies that plans and possibilities for street improvements have been more solidly identified here than elsewhere.

Policies:
3.1 Develop and implement strategies to reduce traffic congestion at the intersection of 7th & Ashby.

3.2 Assess the implications of opening 9th St. between Heinz St. and

Anthony St. Consider the possible impacts of this on local streets in the Grayson area and on rail service on the 9th St. rail spur, and how these could be mitigated.

3.3 Actively explore the extension of 5th St.—on some alignment—from Potter St. to Ashby Ave.

Goal 4:
CREATE AND MAINTAIN ADEQUATE PARKING TO SUPPORT WEST BERKELEY LAND USES WITHOUT CREATING INCREASED INCENTIVES FOR SINGLE OCCUPANT AUTOMOBILE USE

Rationale:
Historically, parking was not a major problem in West Berkeley, but this has changed in recent years. Originally industrial buildings, often initially built with little or no parking space, have been converted to retail and office use, intensifying parking demand. These areas may well need centralized parking facilities. While meeting expanding parking needs is important, it is also important not to provide so much free parking that people are encouraged to drive more than they would otherwise (a la suburban shopping malls). Therefore, the policies call for consideration of parking charges in some instances.

Policies:
4.1 Actively pursue opportunities for the creation of centralized parking facilities in the 4th & University, 7th & Parker, and 7th & Ashby areas, and other locations in which they prove to be needed.

4.2 Seek to preserve needed parking in and near commercial districts for short term, rather than long term parking.

4.3 If necessary, protect the availability of parking in residential neighborhoods through Residential Permit Parking programs.

4.4 Where necessary and feasible, work with developers of new buildings to institute charges for parking.

4.5 Where necessary and feasible, work with owners and managers of existing businesses to institute charges for parking.

Goal 5:
PROTECT LOCAL RESIDENTIAL STREETS FROM THROUGH TRAFFIC

Rationale:
Local residential streets are streets dominated by residential land use which are not major streets or collectors. Because of the proximity of West Berkeley residential areas to industrial and commercial areas, local streets here are somewhat more vulnerable to intrusive through traffic than in other parts of the city. Such through traffic can cause safety problems for pedestrians and bicyclists, and could conceivably lead to a spill of hazardous materials. The City has already taken some action to improve the situation by amending the Truck Route Ordinance to prohibit large trucks on local residential streets in the northern part of the residential core.

Policies:
5.1 Adopt and implement a revised Truck Route Ordinance.

5.2 Improve and install traffic control devices—such as traffic signals, stop signs, full or partial barriers, and others—which will inhibit through traffic on local residential streets.

Goal 6:
IMPROVE PEDESTRIAN AND BICYCLE ACCESS IN AND AROUND WEST BERKELEY

Rationale:
From the environmental standpoint of reducing single occupant autos, good pedestrian and bicycle access is key. Yet many parts of West Berkeley are unnecessarily "unfriendly" for pedestrians and bicycles. Some streets with significant numbers of residents have no sidewalks. Bikeways are little known and poorly marked. These conditions need to be improved.

Policies:

6.1 Develop a bikeway plan for West Berkeley, using information developed during the West Berkeley Plan development, which would define bike routes and suggest needed capital improvements to make these routes bikeways.

6.2 Complete the sidewalk system where sidewalks would be used.
6.3 Require appropriate levels of bicycle parking in new developments.

6.4 Study the physical and economic feasibility of developing an improved bicycle/pedestrian connection across I-80 to the Marina

IV. IMPLEMENTATION MEASURES

1. Ordinance and Regulatory Changes

Note: Please see the Appendix for recommended changes in parking standards.

1.1 Trip Reduction Ordinance—Pass Citywide Ordinance to decrease the percentage of people driving alone through programs at larger employers, initially through the provision of information on commute alternatives to employees. The Ordinance should implement the Bay Area Air Quality Management District program when that program is developed.

Goals and Policies Implemented: Goal 1; Policies 1.1, 1.6, 1.7, 1.10

Responsibility: City Planning Department, Berkeley TRIP (contract agency)

Possible Funding Sources: Employers, Motor Vehicle Registration fees (AB 434), Measure B funds

1.2 Bikeway Redesignations—Revise the system of bikeways in and around West Berkeley so that they more effectively and safely serve residents and workers.

Goals and Policies Implemented: Goal 6; Policies 6.1,6.4

Responsibility: City Planning Department with Public Works (Traffic Engineering)

Possible Funding Sources: Miles Development Agreement, TDA Article 3 for capital improvement, Prop. 116 grants

2. Projects—Capital Improvements and Other

2.1 Employee Shuttles—Work with the West Berkeley Transportation Management Association to increase shuttle service from West Berkeley companies to BART, and other employer-based transit options.

Goals and Policies Implemented: Goal 1; Policies 1.1,1.5

Responsibility: City Planning Department, Transportation Management Assn. (TMA)

Possible Funding Sources: Caltrans funding for startup phase of TMA, shuttles provided by employers.

2.2 Transit improvements

Work with AC Transit to maintain and improve transit service in West Berkeley. Objectives for transit service provision include:

- Frequent service (every 15 minutes or more during weekday daytimes) on San Pablo Ave., 6th/7th St., Gilman St., University Ave., Dwight Way, Ashby Ave.
- In conjunction with employee shuttles, improved transit from West Berkeley employment centers to BART stations.
- Shopper-oriented service from West Berkeley to Downtown Berkeley

The need and demand for additional service from other areas (such as the Berkeley Hills) should be explored. The City should work with AC Transit in whatever assessments (and subsequent implementation) it makes concerning the feasibility and desirability of ferries to West Berkeley and light-rail service on San Pablo and/or University Ave.

Goals and Policies Implemented: Goal 1; Policy 1.3

Responsibility: City Planning Department, AC Transit, BART

Possible Funding Sources: Costs not yet analyzed, funds not yet identified

2.3 Freeway reconfiguration—Work with Caltrans to reconfigure entrances to I-80 at University Ave. to improve bicycle/pedestrian access to the Marina and at Ashby Ave. to reduce the impact on Aquatic Park. If a High Occupancy Vehicle (HOV) lane is constructed or created, work with Caltrans to assure that buses have direct access from streets to HOV lane.

Goals and Policies Implemented: Goals 1,6; Policy 1.9,6.4, also Urban Design, Historic Preservation & Open Space Element goals and policies)

Responsibility: City Planning Department, Caltrans

Possible Funding Sources: State of California on application by Alameda Co. Congestion Management Agency, MTC.

2.4 Bikeway improvements—Improve the visibility and usability of existing and proposing bikeways by adding markings and signs, repairing pavement, and removing abandoned railroad spurs.

Goals and Policies Implemented: Goal 6, Policy 6.1

Responsibility: City Planning Dept., Public Works (Traffic Engineering)

Possible Funding Sources: Miles Development Agreement, TDA Article 3 for capital improvement, Prop. 116 grants.

2.5 Bicycle facilities—Install bicycle facilities, such as storage racks and/or parking lockers at key destinations such as major retail areas, public facilities, and recreational sites.

Goals and Policies Implemented: Goal 6, Policy 6.1

Responsibility: City Planning Department and Public Works (Traffic Engineering)

Possible Funding Sources: Miles Development Agreement, TDA Article 3 for capital improvement, Prop. 116 grants

2.6 Improvements for pedestrians—In order to improve the West Berkeley environment for pedestrians, in situations where there is or could be significant pedestrian use, install sidewalks where none exist and improve sidewalks, crosswalks, and wheelchair ramps where they are inadequate. Eliminate sidewalk parking. Concentrate on reinforcing commercial districts and nodes such as 4th & University, 7th & Ashby, San Pablo & University, San Pablo & Dwight, and San Pablo & Ashby. As a first step, install pedestrian improvements in the Redevelopment Area (see also Urban Design Element)

Goals and Policies Implemented: Goal 6, Policy 6.2

Responsibility: City Planning Department, Public Works (Engineering), Redevelopment Agency

Possible Funding Sources: Redevelopment tax increment, outside Redevelopment Area TDA Article 3

2.7 5th St. Extension—Seriously assess the possibility of extending 5th St. from Potter St. to Ashby Ave. as a congestion relief measure, particularly in the context of development proposals on the Oscar Krenz site.

Goals and Policies Implemented: Goals 2,3; Policy 3.3

Responsibility: Public Works (Traffic Engineering) with City Planning Dept.

Possible Funding Sources: Costs not yet analyzed, funds not yet identified

2.8 Street System Improvements—Identify and implement street system improvements necessary to achieve and maintain Plan traffic congestion and Level of Service goals. Actions could include changes to signal timing, traffic controls, turn lanes, and elimination or reduction of curbside parking.

Goals and Policies Implemented: Goals 2,3,5; Policies 2.1,2.2,2.3,5.2

Responsibility: Public Works (Traffic Engineering) with City Planning Dept.

Possible Funding Sources: Miles Development Agreement for southern area, future development mitigations.

3. Studies

3.1 Train Station Design Concept—Develop design concept in order to gain construction funding for a new train station in the vicinity of 3rd & University. The station should serve as a transit hub, as well as a gateway to West Berkeley and the Marina. Design

APPENDIX 1

LEVEL OF SERVICE

There are many ways to calculate Level of Service. What a particular rating means depends on which calculation method is used. Two common calculation methods are the 1985 Highway Capacity Manual (1985 HCM) and "Circular 212". 1985 HCM relates Level of Service to the average amount of time a vehicle spends stopped at the intersection. "Circular 212," on the other hand, related LOS to the theoretical "capacity" of the intersection and defines LOS based on a volume/capacity ratio. The City of Berkeley most frequently uses 1985 HCM to calculate LOS.

1985 HIGHWAY CAPACITY MANUAL
LEVEL OF SERVICE
AS APPLIED TO SIGNALIZED INTERSECTIONS

Level of Service	Average Stopped Delay at the Intersection per Vehicle Measured in Seconds
A	Less than 5 seconds
B	5.1 to 15 seconds
C	15.1 to 25 seconds
D	25.1 to 40 seconds
E	40.1 to 60 seconds
F	More than 60 seconds

Level of Service A has very low delay. Most vehicles do not stop at all at the signal.

Level of Service B generally occurs with good progression and short signal cycle length. More vehicles stop but still most do not.

Level of Service C describes an operation where the number of vehicles stopping is significant although many still pass through the intersection on the green without stopping.

Level of Service D is when congestion becomes more noticeable. Many vehicles stop, and the proportion of vehicles not stopping declines.

Level of Service E is considered to be the limit of acceptable delay for most motorists. Individual cycle failures are frequent occurrences. That is there are many occasions where some motorists do not get through the intersection on the first cycle of the signal.

Level of Service F is considered to be unacceptable to most drivers. This condition often occurs when the arrival rates of autos coming into the intersection exceed the capacity of the intersection to "process" them. Poor progression from the previous signal or long cycle lengths may also contribute to LOS F.

Explanation of Circular 212 to be supplied.

should occur in the context of the Central West Berkeley Specific Plan (see Land Use Element)

Goals and Policies Implemented: Goal 1, Goal 6; Policies 1.2, 1.7

Responsibility: City Planning Department, with Redevelopment Agency

Possible Funding Sources: Capital funds from state rail bonds.

3.2 Centralized Parking Demand and Cost Analysis—Analyze the physical and financial feasibility (including demand, traffic patterns, conceptual design) of creating centralized parking structures/facilities, initially concentrating on 3 areas: 1) 4th & University; 2) 7th & Parker (per Miles Development Agreement); and 3) 7th & Ashby.

Goals and Policies Implemented:

Responsibility: Community Development Department, with City Planning Department, Public Works (Traffic Engineering)

Possible Funding Sources: Study is 1991-92 budgeted project

3.3 Aquatic Park Access Study—Study and assess alternatives for improving vehicular, bicycle, and pedestrian access to Aquatic Park, particularly the southern end of the park. This would be an implementation study for the Aquatic Park Master Plan. Alternatives could include extension of streets across the railroad right-of-way and/or creation of grade-separated (e.g. elevated) crossings for pedestrians and bicyclists (see also Urban Design, Historic Preservation and Open Space Element

Goals and Policies Implemented: Goal 6, Policy 6.1

Responsibility: Public Works (Parks/Marina, Traffic Engineering) and City Planning Departments

Possible Funding Sources: Not yet identified, funding from developers of adjacent sites possible.

3.4 9th St. Connection Study—Study the feasibility of connecting 9th St. between Anthony St. and Heinz St.,so as to provide a connection to Ashby Ave. Consider how this would be compatible with existing railroad spur operations, and how this connection would relate to the Grayson Mixed Use/Residential area.

Goals and Policies Implemented: Goal 3, Policy 3.2

Responsibility: City Planning and Public Works (Traffic Engineering) Departments

Possible Funding Sources: Miles Development Agreement

APPENDIX A2

Recommended Parking Standards

Discussions of the West Berkeley Plan have highlighted the need to revise parking standards. Currently, the Zoning Ordinance requires the same provision of parking (2 spaces per 1,000 sq. ft. of built space) for most commercial uses, despite the fact that retail, office, and manufacturing uses impose substantially different parking demands. The proposed standards also to some extent differentiate between the differing impacts of different internal uses within a single facility (e.g. production vs. office within a manufacturing plant). The standards are designed to reflect the impact of various uses more accurately, not encourage undue reliance on the private automobile (by providing excessive parking) and to provide an incentive for retention of manufacturing and industrial uses, by lowering their parking standards.

These standards are recommended for serious consideration when zoning is adopted which implements the West Berkeley Plan:

Use	*Parking spaces required per 1,000 sq.ft.*
Manufacturing (assembly & production space)	1.0
Warehouse and storage	1.0
Offices (freestanding and within other uses)	2.0
Laboratories	1.5
Retail uses	2.0
Restaurants (except fast food)	3.0
Fast food restaurants	4.0

II. BACKGROUND

1. Berkeley's and West Berkeley's Role in the Regional Housing Market

Berkeley plays a distinctive role within the Bay Area housing market, as does West Berkeley within Berkeley. For the 1990 Census, Berkeley has, for the first time, been designated a central city within the San Francisco- Oakland-San Jose metropolitan area.[1] In many ways, Berkeley does function in the manner expected of a central city within the regional housing market. Berkeley has one of the highest proportions of renters of any Bay Area city, even with recent (smaller than expected) loss of rental units. Berkeley is the 3rd most densely populated city in the Bay Area (after San Francisco and Daly City), although there are massive variations in density from area to area within Berkeley. (However, Berkeley is only 14th in the Bay Area in percentage of units in buildings with 10 or more units) With thousands of students in dormitories, fraternities, and sororities (an important factor in raising citywide density figures)—Berkeley has the Bay Area's 3rd highest proportion of residents in group quarters.

Berkeley, like other cities along the East Bay shoreline and in the core of the region, has a very ethnically/racially mixed population. Non-Hispanic whites make up 58% of Berkeley's population, slightly below the regional average of 61%. Berkeley's 18% black population is double the regional average, and gives Berkeley the 7th highest proportion of African-American population among the 98 Bay Area cities. At 14%, Berkeley's Asian proportion, mirrors the regional average of 15% Asian. Latinos are the only non-Anglo group less represented in Berkeley (8%) than in the region as a whole (15%).

West Berkeley, largely in conjunction with South Berkeley, has its own place within Berkeley's population. For planning and analytical purposes, the city has been split into 5 subareas (see map).[2] Subarea 1, the Hills, is a high income, high cost, heavily white (84%) area, which some have characterized as "the suburb of Berkeley." Subarea 2, Central Berkeley, has relatively even mixes of single family homes and other housing types, owners and renters, whites and non-whites. Subarea 3, Campus/Downtown, is dominated by multi-family units and group quarters, houses almost 1/3 (32%) of the city's population, and has a population which is 2/3 below 30 years old. Finally, South and West Berkeley (subareas 5 and 4) together have a black plurality (48%), a renter majority, and relatively modest home prices. However, as will be discussed below, West Berkeley differs from South Berkeley, notably in its ethnic mix.

2. The Housing Stock—Small Homes in a Moderate Density Neighborhood

Small single family houses are the most characteristic form of West Berkeley housing. Single family units account for 44% of West Berkeley's housing (according to the 1989 Housing Stock Changes Report), although they are far from the only housing type. An additional 35% of West Berkeley's 2,970 housing units were in 2-4 unit structures.[3] Thus only 20% of

[1] The technical basis for Berkeley's central city designation appears to be the large number of people working here, particularly the high proportion of Berkeley residents who work in Berkeley. The Census Bureau designates 12 "central cities" within the 10 county metropolitan area, including such surprising communities as Fairfield and Livermore.

[2] The 5 subareas are (see map) the **Hills**, including the Claremont district; **Central Berkeley** between MLK and San Pablo, north of Dwight; **Campus**—the areas around it; **South Berkeley**—roughly corresponding to the South Berkeley Plan Area and **West Berkeley**.

[3] It must immediately be cautioned that in West Berkeley single family houses cannot necessarily be assumed to have owner occupants. This is discussed in more detail below.

units were in structures with 5 or more units[4], compared to 28% citywide. The northern core area (north of University Ave.) was the most heavily single family—single family dwellings accounted for 50% of units there, 47% of housing units outside the residential core, and 37% of units in the southern core area. Single family units and small apartments dominate the residential built environment—the northern residential core had only 29 structures with 5 or more units (compared to 610 single family dwellings--sfds), while the southern residential core had 33 such structures (and 416 sfds). The southern core area had more units in duplexes, triplexes, and fourplexes. In land density terms, densities of 10-20 units per acre (or approximately 1 unit per 2,000 to 4,000 feet of land) typify the area, compared to typical densities in urban multifamily areas of 30 units per acre or more.

[4]The remaining 1% were in mixed use buildings of indeterminate size, or in buildings which also had residential rooms.

Figure 1:
SUBMARKET AREA MAP

Table 1: **Distribution of West Berkeley Housing--Units in Structure, 1989**

Units in Structure	*# of Units*	*% of Units*
1 unit	1,317	44%
2-4 units	1,040	35%
5 or more units	589	20%
Total units	2,970	100%

Source: City of Berkeley, 1989 Housing Stock Changes Report

West Berkeley's housing is both older and newer than the rest of Berkeley's. Some of the oldest housing in Berkeley is here—14 of the 35 "houses" designated Berkeley landmarks are in West Berkeley, far more than its percentage of the stock. However, West Berkeley has a somewhat lower percentage of its stock built before 1939 (42%) than does the city as a whole (53%). West Berkeley saw a surge of building in the 1940's and 50's, when 38% of its stock was built (compared to 30% citywide).

The housing stock in West Berkeley, especially the owner-occupied stock, is relatively small by citywide standards. As of 1980 (the most recent data so far available), owner-occupied units in West Berkeley averaged 2.4 bedrooms, while in Berkeley as a whole they averaged 2.9 bedrooms. Another way to look at this is to note that in West Berkeley, just under 10% of owner- occupied homes had 4 or more bedrooms, while in the city as a whole the figure was over 20%. Renters, however, enjoyed marginally larger housing, averaging 1.5 bedrooms in West Berkeley as against 1.4 citywide.

Unfortunately, no such statistical data is available for live-work occupancies. There are only a relatively small number of these to date.

3. The Population—The Truly Diverse Part of Berkeley

In summary, West Berkeley's population is:

- **The most racially diverse of any part of Berkeley;**
- **More likely to be non-English speaking than elsewhere in Berkeley;**
- **The youngest—having the highest proportion of children under 18— of any Berkeley area;**
- **More likely to live in a single parent household;**
- **More likely to be unemployed than other Berkeley residents.**

The oft-cited diversity of Berkeley's population can best be seen in West Berkeley. This diversity can be seen not only on ethnic/racial grounds, but with regard to children and income groups.

a. West Berkeley's Racial/Ethnic Composition

The 1990 Census states that 40% of West Berkeley's almost 7,000 (6,891) inhabitants are black, 29% are non-Hispanic whites, 23% are Latino, and 8% are Asian. This is by far the highest Latino percentage in the 5 subareas of the city, the second highest black percentage after South Berkeley (51%). No other area of the city has 3 groups in such relative parity.

The 1990 figures represent a decline in the black proportion of the West Berkeley population since 1980 (down from 50%), an increase in the Latino proportion (up from 10%) and rela-

tive stability in the white and Asian population. The influx of Latinos into formerly more heavily black areas is consistent with trends in the Bay Area and elsewhere in California. However, the lack of growth in the total non-Hispanic white population must be analyzed in conjunction with the shift to non-Hispanic whites as heads of household in West Berkeley.

The statistics for race of household (head) show a different, somewhat whiter picture than those for total population. blacks head 41% of households, whites head 38% (substantially above their share of the total population), Latinos head 13% (much less than their population share), and Asians 8%. In 1980, whites headed 34% of households, blacks 49%, Asians 5%, and Latinos 11%. Thus the share of white, Asian, Latino headed households all rose, while black headed households declined.

Table 2: **Racial/ethnic percentages of West Berkeley population, 1980 and 1990**

Racial/ Ethnic group	*Total Population*		*Heads of Household*	
	1990	*1980*	*1990*	*1980*
White, Non-Hispanic	29%	29%	38%	34%
Black	40%	50%	41%	49%
Asian	8%	7%	8%	5%
Latino	23%	10%	13%	11%
Total	100%	100%	100%	100%

Source: 1980 and 1990 Census of Population

Differences in racial proportions between total population and heads of household occur because some households (e.g. whites) are relatively small (and thus the same number of people group into more households), while other households (e.g. Latinos) are relatively large. Other data suggests that a segment of non-white people were the most stable residents of West Berkeley. In the 1989 Resident Survey, fully 48% of responding black West Berkeley households said they had lived there 10 or more years. This was true for 37% of Latinos, and 33% of Asians, and for only 21% of whites.

A high proportion of West Berkeleyans did not speak English at all or well. On the 1980 Census, the most recent data available on this, 27% of West Berkeley adults said they didn't speak English well or at all, more than double the citywide 11% rate. These language difficulties point to the need for both English language classes and bilingual services.

b. Children in West Berkeley

Children are prominent in the West Berkeley population. Just under one/quarter (24%) of West Berkeley residents are under 18, compared to 14% of the citywide population. West Berkeley thus not surprisingly had the largest mean household size—2.53 people per unit, versus 2.10 citywide. West Berkeley seems likely to continue to have a disproportionate percentage of children, because it has had a disproportionate percentage of births. Between 1986 and 1990, there has been an average of 127 births to West Berkeley (in this case zip code 94710) resident mothers. This is some 11% of citywide births, well above the area's share of the city's population.[1]

[1]Encouragingly, West Berkeley babies seemed to be virtually as healthy as their citywide counterparts. Perhaps the most commonly used indicator of infant health is low birth weight (there is too little infant mortality in Berkeley to make it statistically usable). Citywide, Health Department statistics indicate that 7.5% of babies over the last 5 years weighed less than 2,500 grams, in West Berkeley the figure was 9.1%. Health Department staff see the different as essentially insignificant statistically. Statewide, as of 1988, the rate was some 6%.

West Berkeley's children do not necessarily live in conventional families, however. Almost 4 in 10 West Berkeley children under 18 (39%) live in single parent, usually single mother, families. Citywide, only 29% of children are in single parent families. Among black West Berkeley families with children single parent families were the norm, not the exception—71% of black West Berkeley families with children were headed by a single parent (data is not yet available on the number of **children** in single parent versus married couple families.

The large number of resident children, especially in single parent families, suggests that West Berkeley has a greater than average need for childcare. The Berkeley Unified School District in fact operates a child development center in the northern residential area. Many of the workers commuting into West Berkeley also have childcare needs, so perhaps childcare sites can be developed which serve both groups. However, locations which are convenient to residents may not be convenient for workers, and vice-versa.

West Berkeley residents have a broad range of incomes, although the highest income households are less likely to live here. On the Resident Survey, 20% of households reported incomes below $10,000; 24% reported incomes in the $10-20,000 range; 25% between $20 and $35,000, and 17% between $35 and 50,000. In each of these income brackets, West Berkeley had a higher percentage than the citywide average. But while 27% of Survey respondent households reported incomes above $50,000, only 14% of West Berkeleyans did. There was a clear distinction between West Berkeley tenants, who reported a median income of some $14,000 (lower than the citywide $19,000 median) and West Berkeley homeowners, whose median was $33,000 (1/3 below the citywide median of $49,000).

There appears to be substantial unemployment among West Berkeley residents. The 1989 Resident Survey estimated a surprising 11% unemployment rate among West Berkeleyans, and 6% citywide (higher than citywide Employment Development Department estimates). Latinos seemed to be the hardest hit, with 44% of Latino survey respondents saying that there were 1 or more unemployed people in their household (this is based on a small number of respondents). 20% of West Berkeley blacks said there was someone unemployed in the houshold.

West Berkeley's role as a job center provides an opportunity to aid its unemployed residents. The residents could only fill a small proportion of West Berkeley jobs: the Survey estimated 500 unemployed West Berkeleyans—less than 4% of West Berkeley jobs. However, according to the Housing and Economic Survey, 20% of West Berkeley residents already do work in West Berkeley, a higher percentage than for Berkeley residents as a whole. Therefore, as employment linkage and training programs are developed, West Berkeley residents can be an important target group.

3. Tenure—Moderate Income Owners, Low Income Renters

Reviewing the situation of West Berkeley renters and homeowners separately, West Berkeley renters are:

- **A majority of West Berkeley households;**
- **Predominantly low income;**
- **More likely than other Berkeley renters to be overpaying for rent, overcrowded, or dissatisfied with their unit;**

West Berkeley homeowners are:

- **Generally low or moderate income;**
- **More racially diverse than other Berkeley homeowners;**
- **Living in relatively inexpensive housing;**

Table 3: **Renters and Homeowners in West Berkeley**

Area of West Berkeley	*% Renter*		*% Homeowner*	
	1990	*1980*	*1990*	*1980*
Residential core north of University Ave.	51%	61%	49%	39%
Residential core south of University Ave.	66%	71%	34%	29%
West Berkeley Total	60%	64%	40%	36%
Berkeley Total	56%	62%	44%	38%

Source: 1980 and 1990 Census of Housing

West Berkeley has a majority of renters, although the size of that majority has shrunk. The 1990 Census found 1,595 renter occupied units and 1,059 owner-occupied units, making 60% of units rental. The 1980 Census found West Berkeley households to be almost 2/3 renters (64%)—just slightly above the citywide 62%. However, this small decline in the proportion of renters masks different trends in different parts of West Berkeley. The residential core area north of University Ave. saw a sharp shift to homeownership—from 61% renter in 1980 to only 51% renter in 1990. The residential core south of University moved the same direction, but less strongly—from 71% renter in 1980 to 66% renter in 1990. The remainder of West Berkeley—the "industrial area"—saw an increase in the proportion of renters—from 56% in 1980 to 65% in 1990. This can be attributed first to publicly assisted housing—such as the Oceanview Gardens development, rental units at the Delaware St. Historic District, and even the creation of rental units in the "D and E" houses, which were sold for homeownership. A second cause of increased rental here was the creation of live-work units in the 1980's.

One major reason for the shift was the high number of rented single family homes. In 1980, the Census found 480 rented single family houses, fully 30% of West Berkeley's rental housing.[1] By 1990, there remained only 263 rented single family houses. They now account for only 16% of the rental stock in West Berkeley. There has been a citywide (and probably broader) trend for sales of rented to single family houses to owner-occupants.

By Berkeley standards, West Berkeley housing prices are relatively low. In late 1990/91, the average single family home price in West Berkeley was $157,000. This was considerably lower than in any other section of Berkeley, all of which averaged prices over $180,000. Nonetheless, West Berkeley's average price required an income of some $52,000 (or another house) to buy, assuming, perhaps optimistically, that buyers can afford 3 times their income. The figure also contrasts sharply with the mean purchase price of $70,000 that in-place owners surveyed on the Resident Survey had paid. The "mean" year of purchase which this price on the Survey

[1]In 1980 rental units were a quite high 42% of the 1,149 single family detached houses the Census recorded. By 1990, rented houses represented only 24% of West Berkeley single family detached houses. Citywide, however, only 16% of single family detached houses are rented. This suggests that there may be more potential for conversion of rented houses to owner-occupancy.

reflected was 1975. Unless the 1990's reverse the housing price increases of the last 15 years, the income needed to buy a home in West Berkeley will continue to increase.

a. Owner & Renter Characteristics

Despite these changes, West Berkeley homeowners were largely a low and moderate income group. On the Resident Survey, 47% of owners reported household incomes between $25,000 and $50,000, with only 23% reporting incomes above $50,000 (1990 Census income data is not yet available, but is expected to be within a few months). West Berkeley homeowners are also racially diverse, though somewhat less so than the West Berkeley population as a whole. The 1990 Census shows that 46% of West Berkeley homeowners are white, 35% are black, 12% Latino, and 6% are Asian. Thus, whites are overrepresented among homeowners, while blacks are underrepresented.

West Berkeley renters are clearly low income. Over half (52%) of West Berkeley renters had incomes of below $20,000, making them poorer as a group than even South Berkeley renters. Only 19% of West Berkeley renters report incomes over $30,000. The over 300 Section 8 and publicly assisted rental units make up just under 20% of West Berkeley rental units. The percentage of units in West Berkeley which are Section 8 assisted is more than double the citywide figure. Renters as a whole in West Berkeley are heavily non-white—whites make up only 32% of West Berkeley renters.

West Berkeley renters differ from citywide renters in other ways besides lower incomes. Citywide, exactly 1/2 of renters live alone, with the Resident Survey indicating that another 20% of renter households are unrelated adults living together. In West Berkeley, the leading group is single parents, who make up 31% of renter households, more than double the citywide percentage. The large percentage of Section 8 units (which are heavily but not exclusively populated by single mothers) clearly contributes to this figure, but this figure could only be reached with non-Section 8 renters as well. 33% of West Berkeley renters live alone, and 21% are married couples—well above the citywide figure. West Berkeley renter households thus have more people— averaging almost 2.4, as against a citywide average of roughly 1.85.

West Berkeley renters paid lower rents than other Berkeley renters, but because of their lower income, paid a higher percentage of their income in rent. The 1990 Census showed a median rent in West Berkeley of approximately $335, as against $392 citywide. This statistic reflects both rent controlled and uncontrolled units. But the Resident Survey showed that median West Berkeley renter was paying than 30% of her/his income for rent—the usual standard of overpayment. By contrast, in most other sections of the city (including South Berkeley), the median percentage of income paid for rent was 25% or less. For this reason, any decisions made to increase rent levels in rent controlled units will have a particular impact on West Berkeley tenants, unless measures are taken to mitigate their impacts.

b. Conditions in Rental Housing

West Berkeley renters were often dissatisfied with their housing. In a 1988 survey of rent controlled units, 60% of West Berkeley renters said the condition of their unit was fair or poor, as against 48% of renters citywide. When asked about the condition of their building as a whole, West Berkeley renters were closer to the norm—39% rated their building good or excellent, compared to 44% citywide.

Housing overcrowding is a significant problem in West Berkeley, with its large number of children and larger households generally. Overcrowding is defined as a household having more than 1 person per room (excluding bathrooms). The 1990 Census indicates that 1 in 7 (14%) West Berkeley renter households were overcrowded, double the citywide percentage (citywide less than 2% of owner-occupied units were overcrowded).

4. Growing Slowly— Housing Development in West Berkeley

Despite the largely built up character of West Berkeley, the amount of housing here has continued to grow. The City's Housing Stock Changes Report, which is derived from building permit records, shows that between 1978 and 1988, there was a net increase of 114 housing units. This took the total from 2,856 units to 2,970, a 4% increase. Since 1988 other projects, such as the Durkee and Tannery live-work buildings, have added at least 35 more units.

In the 1980's, publicly assisted development accounted for most new housing in West Berkeley. The 1980's (until late in the decade) were a period of little private multi-family housing construction in most of the Bay Area. In West Berkeley, 62 units at Oceanview Gardens, 27 units in the Delaware St. Historic District[1], and 5 public housing units at 7th & Jones added a total of 94 publicly assisted units. There are no current publicly assisted new construction projects as of June, 1992.[2]

III HOUSING GROWTH IN THE FUTURE

A. Projected Development

In the 1990's, an increased level of private sector development is likely. In terms of current activity, new live-work construction[3] is being completed at 1450 4th St. (15 units), is under construction at 9th & Pardee (7 units). Another live-work project of 17 units has been approved for the 2100 block of 5th St. and 6th St, along with 2 live-work units between 9th and 10th off Grayson St, and another approved at San Pablo & Murray. The Redevelopment Agency is adding 2 units (one conventional, one live-work) in the 4th St. area. These projects total 44 units.

Prospects for more housing over the 15 year Plan period appear good. Local housing developers frequently express interest in West Berkeley sites, although San Pablo Ave. has yet to attract major housing development interest. The Preferred Land Use Concept notes the existence of 14 potential housing development sites in the Mixed Use/Residential and Commercial zones. These sites could accomodate some 260 units.

Second units in the residential areas could provide an additional source of housing, with minimal neighborhood impact. However, West Berkeley's housing stock—often consisting of small single story houses on small lots—is not always conducive to second unit development. The Mixed Use/Residential zone, which often has somewhat larger lots

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[1]This project is mixed-income (and mixed use) with 8 of the units being low income units for Section 8 households, and 19 being market rate condominiums.
[2]Public funds are being used to restore the 75 room UC Hotel at 10th & University, which was vacated after the 1989 Loma Prieta earthquake, to occupancy as a residential hotel.
[3]This analysis counts live-work spaces as residential units, since they provide living space for people. As of this writing, the City is in the process of developing new zoning regulations for live-work units.

and houses, may in fact be the most promising area for such development.

West Berkeley's Contribution to Citywide Housing Development

The West Berkeley Plan Preferred Land Use Concept sets a goal of adding at least 200 units over the Plan's 15 year life. This goal is based on the 1990 citywide Housing Element middle scenario need figure of 1,200 privately developed (as opposed to University or publicly assisted) units. The West Berkeley Plan area's 17% share of the city's land area is applied to this figure, producing a goal of 200 units. The Preferred Land Use Concept notes the existence of at least 14 potential housing development sites—which could accomodate 260 units—in the Mixed Residential and Commercial districts.

17% would represent an increase in West Berkeley's share of citywide (non-University) housing development. From 1985 to 1988, West Berkeley's addition of 55 units comprised 14% of the 386 units added in that period. Over the 1972-1988 period, West Berkeley contributed 103 net additional units, or 8% of citywide growth. Removing publicly assisted units from the totals would lower West Berkeley's share in these periods further.

Citywide, data is not currently available to conduct a an area by area analysis of housing potential. Such an analysis could theoretically allow the City to identify target areas for housing development. However, there is not a current inventory of vacant land in various locales. A development potential analysis, however, would face the more difficult task of assessing which modestly used (often called "underutilized") parcels could reasonably be expected to be reused for housing development. Clearly, this is an important issue for analysis in the General Plan.

IV SOCIAL SERVICES ISSUES

1. Introduction

Analyzing social services generally means analyzing how people—typically low income people—obtain basic human needs beyond the first fundamentals of food, clothing, and shelter. Thus health care, education, recreation, child care, and technical services needed to obtain other services (e.g. legal aid, translation assistance) are major elements of social services. Income maintenance programs from Aid to Families with Dependent Children (AFDC— commonly termed "welfare") to Social Security are also social service issues, but are completely controlled at higher levels of government and are thus excluded from this analysis. It is beyond the scope of this analysis, and of the West Berkeley Plan overall, to attempt a comprehensive analysis of social service needs. These needs are too many, too various, and served by too many different public and private agencies both inside and outside West Berkeley for comprehensive coverage here (the Community Resources Element of the General Plan will provide an overview of service provision in Berkeley). Within the West Berkeley Plan, the Economic Development Element discusses issues of (un)employment and job training. The Physical Form Element speaks to open space and recreational needs and facilities. The housing portion of this Element discusses a key service needed by all.

Nonetheless, social service programs are important for many West Berkeley residents. The City of Berkeley has also made a committment, very unusual for California cities of its

size, to seek to provide needed social services to the extent possible. Therefore, this Element generally discusses social service needs and provision, as they can be expected to affect West Berkeley residents.

2. Methods for Obtaining Services— Income, Programs, and the Informal Sector

In order to asess the adequacy of services for West Berkeleyans, we must consider the various ways such services are obtained by people who need them. There are 3 basic ways people can obtain needed services—1) Buy them (using Income); 2) Be formally given them (benefitting from Programs); 3) Be given them informally by relatives, friends, neighbors, fellow churchmembers, etc (the informal sector). In the case of health care, people are also often given health insurance as a part of their "pay." It must be noted that middle and upper class people more commonly buy these services rather than using free ones—e.g. seeing a private lawyer rather than using Legal Aid. Regrettably, purchased services in the United States are often better quality (and more accessible, if one has funds) than free ones, and do not carry the stigma that free services often do. Thus, to a large extent, the best social service program is measures to provide the income to households that allow them to buy the services they need. It should be noted that in 1979--the last year for which area data is available--West Berkeley households gained 79% of their income through wages and salaries (and self-employment), and only 5% each from social security benefits and public assistance benefits.[1] In this sense job training programs—primarily discussed in the Economic Development Element—if successful can be a bridge to increased access to services. This report will focus on free and subsidized social services available to West Berkeleyans, since many of them do not have and may not gain adequate income to purchase them.[2]

The informal sector will be touched on, but not carefully analyzed, in this report. It is virtually impossible to quantify the services people receive this way, especially through personal contacts. In addition, the sense of "community" and "belonging" that such organizations can generate when they are successful is central to many people's lives, but certainly unquanifiable. A range of key voluntary service-providing organizations such as churches, ethnic/regional associations, and labor unions will be noted. However, West Berkeleyans do not restrict themselves just to those organizations west of San Pablo Ave. Nor do West Berkeley based organizations serve only West Berkeley residents. The connections between West and South Berkeley people and organizations—such as churches—are often particularly strong.

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[2]Access to services is another problem beyond simple availability. Thus social services may be improved by extending a program's hours, or by improving transit so that people without cars can reach it more easily.

[1]This calculation admittedly does not account for non-cash benefits that households received, such as food stamps or Section 8 rent subsidies. Nonetheless, these are relatively modest compared against the $45 million total cash income West Berkeley households received in 1979, a figure which has probably approximately doubled by now.

It is also interesting to note that in Berkeley as a whole, in 1989, Wages, Salaries and Self-Employment also accounted for 79% of income, but Social Security was only 3%, and Public Assistance 1% of citywide household income. West Berkeleyans presumably received a smaller proportion of income from rents and interest (12% citywide) and perhaps from retirement payments (4% citywide).

As this Plan is being published both General Assistance (GA) and Aid to Families with Dependent Children (AFDC) are proposed for reductions in grant amount and benefit tightenings, further reducing their usefulness to their recipients (in 1979, 20% of West Berkeley households--524 households--reported that they received income from AFDC, GA, or Supplemental Security Income (SSI). This was not necessarily the family's or household's only source of income).

3. The City's Role in Social Service Provision

Analysis of social service needs in West Berkeley and how adequately formal social service programs fill them should occur in the context of analysis of the City's role in social service provision. This is done to more accurately describe—in this document which plans for City action—where the City might intervene in the social service system. The City's role in this arena is different than in the other areas addressed in this Plan. In housing, state law mandates that cities prepare a Housing Element and pursue policies to create adequate housing. The City is the primary regulator for land use and urban design decisions. In transportation, the City controls streets and parking, and has a voice regarding state highways and regional planning. In economic development, the City controls relatively few of the key variables, but has sought—like other cities—to develop local tools for economic management such as the First Source Program.

In what are generally thought of social services (e.g. health, education, income maintenance), the City is neither the primary governmental provider nor the primary regulator. Many services are provided/regulated by state and federal agencies (e.g. Social Security), although Alameda County is an important delivery agency for state programs. One very key local agency delivering human services such as education and child care is the Berkeley Unified School District (BUSD).

Nonetheless, Berkeley is very active as a city in social services. It is one of the few California cities to retain a full service Health Department. While other California cities spend an average of .2% of their General Fund on health care, Berkeley spends some 5% on health. Berkeley has distributed clear, usable information on AIDS prevention while the federal government has temporized. Berkeley also operates one of the most active programs for the homeless of any California city. Berkeley uses the maximum permitted amount of its Community Development Block Grant (CDBG) funds for social service agencies. Through CDBG, the Community Services Block Grant (CSBG), the Job Training Partnership Act (JTPA) and other programs, the City of Berkeley in 1990-91 provided over $3.4 million in funds to 53 community-based agencies working in job training, childcare, youth, senior and other social service fields. Thus, despite its lack of mandate, and despite the serious state and federal funding cuts of the 1980's, Berkeley has sought to fill the breach.

The City has for many years identified West Berkeley (along with South Berkeley) as a target area for social service provision. On the map (see next page) of Community Based Agencies, the central part of West Berkeley is one of the locations where service agencies are clustered, along with Downtown and South Berkeley. West Berkeley is part of the Neighborhood Strategy Area (NSA), where CDBG funded programs must concentrate their efforts.[1] Most of the City's affordable housing programs are also targeted to West and South Berkeley, as the city's low income areas.

4. Considering Needs— West Berkeley's Population

The adequacy of social services to West Berkeleyans is based on the needs these services should meet. Unfortunately, a full needs assessment of the vast array of needs—from AIDS care to youth counseling—is beyond the scope of this document. However, the simple demographic facts about West Berkeley's population suggest an above average need for a wide range of services.

[1]All of the substantially residential parts of West Berkeley are in the NSA, except for the Mixed Use/Residential area between Carleton and Heinz, 7th and San Pablo.

A substantial proportion of West Berkeley residents are low income (see p.5); a significant number speak little or no English (see p.4), and a very high proportion of West Berkeley children live in single-parent households (see p.5). The large number of single mothers makes the need for child care all the more pressing (not that 2 parent families are without child care needs). The non-English speaking population needs bilingual services (primarily in Spanish, to a lesser extent in Asian languages) across a range of service areas. Most importantly, the fact that perhaps a majority of West Berkeley residents are low income means that their health care, child care and other services are likely to be inadequate.

The majority of West Berkeley's population is not (Non-Hispanic) white. It is instead (as is discussed elsewhere in this Element) black, Latino, and Asian. These groups have historically had difficulty gaining access to adequate services—whether as a result of typically low incomes, discrimination, or both. It seems safe to assume that West Berkeley non- whites also suffer from such problems. There is also more data available on these groups at a city, county, and state level than there is strictly within West Berkeley.

5. A Matrix of Care— West Berkeley Social Service Agencies

For an American community of less than 8,000 souls, West Berkeley is unusually well provided with a range of social service agencies. The City itself has developed a senior center, a library (immediately east of San Pablo Ave. on University), and a health clinic (see Map). BUSD operates Franklin School on San Pablo Ave. and a child care facility, and is considering whether to continue operating Columbus School, where an after school program currently operates. Adelante operates a job training center, as does the Veterans Assistance Center, although both of these serve citywide and broader clienteles. Oceanview Neighborhood Services is one of the agencies which operates a feeding program in West Berkeley.

In what we have called the informal sector, there are 13 churches in West Berkeley, 7 of them Baptist. A Buddhist "fellowship" and the gay-oriented Metropolitan Community Church (which shares facilities with another congegregation) are among the churches. Many West Berkeley residents attend church outside the area, particularly in South Berkeley. While no unions are headquartered in West Berkeley, at least 15 union locals represent workers at various West Berkeley locations. West Berkeley residents working outside the area may also be union members, particularly if they work in manufacturing, at grocery or department stores, or in the public sector (including the University).

IV GOALS AND POLICIES

Goal 1:
Take all reasonable steps in housing policy to maintain and foster the social and economic diversity of West Berkeley's residents

Rationale:
Diversity has been the touchstone of Berkeley's housing and social policies. West Berkeley is the part of the city which is truly most diverse. Thus, to maintain diversity both in West Berkeley and in Berkeley as a whole, policies which foster diversity in West Berkeley are important.

Policy:
1.1. In the context of citywide programs affecting historically low rents and rent control, maintain the affordability of West Berkeley rental housing.

Goal 2:
Maintain the maximum level of social service provision in West Berkeley that City resources will permit, to support the policy of maintaining diversity in West Berkeley

Rationale:
Many West Berkeley residents are low income, unemployed or poorly employed. Many have limited English language proficiency. Therefore, they do not enjoy the same access to health care, child care, and other important services that middle and upper income people have. One important strategy to improve their access is to assist residents in moving into better paid, better benefited jobs (see the Economic Development Element). Nevertheless, (inter)national social realities mean that many West Berkeleyans will remain unemployed or in low wage jobs. Therefore, in order to allow people in such jobs to remain in West Berkeley at all, and to improve their quality of life, maximum feasible provision of services is central. This responsibility falls on not only the City government, but the County, State, and Federal government as well.

Policy:
2.1. Assure that services are available to needy individuals in a language they can understand.

Goal 3:
Encourage the development of housing which provides on-site supportive services.

Rationale:
In recent years, increasing efforts have been made to develop housing which provides on-site supportive services, such as child care, counseling, or cooked meals. This is one of the most direct means to assure that people receive needed services. While such services are needed throughout Berkeley, West Berkeley, with its large population who speak limited English, and its high number of children, is particularly appropriate for such housing. The City could provide direct financial support to such housing if funds are available and/or modify zoning requirements to assist such projects.

Goal 4:
Encourage appropriately scaled and located housing development.

Rationale:
West Berkeley must contribute to the citywide goal of adding housing units. The commercial corridors—particularly San Pablo Ave.—and the Special Residential zone provide loca-

tions where this can be done without interfering with other Plan goals. Indeed, housing in the Mixed Use/Residential zone will serve the positive purpose of strengthening the residential character of that area's residential enclaves. Similarly, housing on a street such as San Pablo Ave. will add vitality to its commercial activities. Another appropriate housing form is second units added to single family houses (although some West Berkeley lots are too small to allow convenient creation of a second unit). This method of housing creation is specifically encouraged as a potential "Community Program" to be supported from Miles' Community Program contribution of $100,000 annually under its Development Agreement.

Policies:

4.1. Develop planning incentives for housing at commercial "nodes." Such incentives might include allowing the same parking spaces to serve both residential and commercial uses in the building.

4.2. Encourage the creation of second units with single family houses in the Residential and Mixed-Use Residential district. Develop policies to allow the waiver of parking requirements for a second unit when appropriate.

Goal 5:

Encourage the development of Live-Work Units in appropriate locations

Rationale:

Live-work units represent West Berkeley's unique contribution to Berkeley housing. Live-work units, especially ones with modest prices or rents, can provide housing for the artists and craftspeople who are so important to West Berkeley's character. While some previous live-work projects have interfered with industrial operations, the Preferred Land Use Concept has indicated areas for live-work where this should not be the case. In these locations, the City should encourage live-work and recognize its special character.

Policies:

5.1. Support the development of live-work units in appropriate locations as set forth in the Land Use Element under appropriate development standards.

5.2. Use "inclusionary" requirements for low income units or other means to assure that live-work units serve their original constiuency of low income artists and craftspeople.

IV IMPLEMENTATION

This Element does not have a general independent implementation section. While West Berkeley presents its own unique economic, environmental, land use, transportation, and design problems, its housing issues (with only 7% of the city's housing units) are largely shared with South Berkeley and with the city as a whole. Issues of zoning for residential use are discussed in the Land Use Element (live-work development, which is concentrated in West Berkeley, is being considered in Zoning Ordinance amendments). The implementation section is largely omitted here because there is only one housing program which is unique to West Berkeley are being planned.

a. Miles Development Agreement Housing Programs

There is one source of funding which is at least 50% dedicated to West Berkeley--the Miles Development Agreement Affordable Housing program. This program is designed to add (or substantially rehabilitate) at least 21 affordable housing units, with an average size of at least 2 bedrooms. This fund will generate some $615,000 over 10 years. In addition, Miles will be contributing $100,000 per year for 10 years to a Community Programs fund, which can fund a broad range of housing, social service, and youth programs. While these funds will not be sufficient to start new housing programs in West Berkeley, they should make it easier to implement the City's construction, rehabilitation, second unit, or other housing programs here.

b. City Housing Programs Generally

West Berkeley's housing programs will generally be those adopted in the 1990 Housing Element, and such Citywide efforts as the multifamily housing acquisition program.

In general, the situation seems similar for social service provision issues. West Berkeley tends to share social service problems and service providers with South Berkeley, and to some extent the city at large. One special need is West Berkeleyans' greater need for services in Spanish and to a lesser extent Asian languages. However, this is not a need for a specific service per se, but rather a cross-cutting need for all services to be available in a language the client can understand (see Goal 2, Policy A). Because the issue of social services is relatively new to the West Berkeley Plan, it requires further analysis, which may indicate that area specific implementation programs are required.

The West Berkeley population, with its high percentages of low income renters, low and moderate income homeowners, and non-traditional household forms, does lend special weight to certain housing programs. The expansion of property transfer tax coverage in the 1991 budget was targeted for affordable housing programs, which should aid West Berkeley. In addition to federal housing tax policy (the most important housing program in any city), these are, in rough order of importance:

- Rent Stabilization and Eviction Control
- Section 8 housing assistance
- Rental Rehabilitation Program
- Low Income Weatherization Program
- Mortgage Credit Certificate Program